

AID TO THE PHYSICALLY HANDICAPPED

H. Res. 230 - Part 1



AMERICAN FOUNDATION
FOR THE BLIND INC.

AID TO THE PHYSICALLY HANDICAPPED

HEARINGS

BEFORE THE

COMMITTEE ON LABOR

SUBCOMMITTEE TO INVESTIGATE AID TO THE
PHYSICALLY HANDICAPPED

HOUSE OF REPRESENTATIVES

SEVENTY-EIGHTH CONGRESS

SECOND SESSION

PURSUANT TO

H. Res. 230

A RESOLUTION AUTHORIZING THE COMMITTEE ON LABOR
TO CONDUCT AN INVESTIGATION OF THE EXTENT AND
CHARACTER OF AID NOW GIVEN BY THE FEDERAL,
STATE, AND LOCAL GOVERNMENTS AND PRIVATE
AGENCIES TO THE PHYSICALLY HANDICAPPED,
AND FOR OTHER PURPOSES

PART 1

AID TO THE BLIND

AUGUST 29, 30, 31, AND SEPTEMBER 1, 6, AND 7, 1944

Printed for the use of the Committee on Labor
Subcommittee to Investigate Aid to the Physically Handicapped



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INVESTIGATION OF AID TO THE PHYSICALLY HANDICAPPED

TUESDAY, AUGUST 29, 1944

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
Washington, D. C.

The subcommittee met at 10 a. m., Hon. Augustine B. Kelley (chairman) presiding.

MR. KELLEY. The committee will please come to order. These hearings are part of the activities of the subcommittee of the Committee on Labor provided for in House Resolution 230, which I will introduce into the record at this point.

(The resolution referred to is as follows:)

[H. Res. 230, 78th Cong., 2d sess. Rept. No. 1524]

RESOLUTION

Resolved That the Committee on Labor acting as a whole or by subcommittee or subcommittees appointed by the chairman of said committee, is authorized and directed (1) to conduct thorough studies and investigation of the extent and character of aid now given by the Federal, State, and local governments and private agencies to the physically handicapped, (2) to study and investigate the diffusion within the United States of such aid to the physically handicapped, (3) employment opportunities for the physically handicapped, and all other questions in relation thereto which would aid the Congress in any necessary remedial legislation.

The said committee or any subcommittee is authorized to obtain and use for statistical purposes only, confidential information (1) from the record of the Selective Service System, (2) records from the War Manpower Commission, and (3) from the records of the Bureau of the Census subject to the restrictions of 46 Statutes at Large 25, section 11 (U. S. C. 13:211).

For the purposes of this resolution, the said committee or any subcommittee thereof is hereby authorized to sit and act during the present Congress at such times and places within the United States, whether the House is in session, has recessed or has adjourned, to hold hearings, to require the attendance of such witnesses, and the production of such books or papers or documents or vouchers by subpoena or otherwise, and to take such testimony and records as it deems necessary. Subpenas may be issued over the signature of the chairman of the committee or subcommittee, or by any person designated by him, and shall be served by such person or persons as the chairman of the committee or subcommittee may designate. The chairman of the committee or subcommittee, or any member thereof, may administer oaths to witnesses.

That the said committee shall report to the House of Representatives during the present Congress the results of their studies, inquiries, and investigations with such recommendations for legislation or otherwise as the committee deems desirable.

MR. KELLEY. It is the desire of the committee to determine what should be done to assist the physically handicapped citizens of this country to restoration of health so far as it is possible; to provide them with educational opportunities; to train and restore them to gainful occupations; and to assist those who cannot be employed.

To do this we must first determine how many physically handicapped persons there are in the United States, and where they are

located. We must determine the best way to group and classify the types of physical handicaps. We must find out what facilities are available to aid all groups of physically handicapped. We must learn the causes of the handicaps and the means to cure or alleviate them. We must know what is the best way to train and educate each type of physically handicapped person. And, if possible, we must determine on an over-all program for assistance to this enormous segment of our population.

We have taken this opportunity to invite a number of people of outstanding knowledge and interest in the problems before us to come and give us the benefit of their views for our record, and through that record to the Congress and to the United States.

We have set aside the remainder of this week to hear from persons interested in the problems of the blind. In the near future we will take up the problems of the deaf, the hard of hearing, and mutes, the polios, amputees, cardiacs, spastics, and so forth.

We are confining these opening hearings to State and private agencies, although we have invited all persons interested to attend. At a later date we shall call in all Federal agencies administering legislation concerned with the problems of the physically handicapped. We are also planning to hold specific hearings on means to aid the physically handicapped children of our country. We shall hold hearings on the approach to the problems of the physically handicapped by labor and by industry.

We will have as the first witness today Mr. Lawrence Q. Lewis, executive director of the National Society for the Blind.

Will you please give us your full name and state the organization you represent.

**STATEMENT OF LAWRENCE Q. LEWIS, EXECUTIVE DIRECTOR,
NATIONAL SOCIETY FOR THE BLIND, INC., WASHINGTON, D. C.**

Mr. LEWIS. Mr. Chairman, my name is Lawrence Q. Lewis; I am executive director of the National Society for the Blind, with headquarters in Washington.

Mr. KELLEY. Will you state some of your background?

Mr. LEWIS. I have been interested in the problems of the blind for a great number of years. I come from the State of Kansas. My work with the blind over a great many years was voluntary work. Then I was director of the division for the blind in the department of social welfare in Kansas, and assisted in the organization of the department in that State to provide service to the blind, grouping the resources of the State for the rehabilitation of the blind, and other services to the blind.

In 1941 I became executive director of the National Society for the Blind in Washington, and since that time I have been connected with this organization.

We very much appreciate the opportunity of explaining the activities of the National Society for the Blind, Washington, D. C. The society was organized under laws of the District of Columbia and we are submitting a copy of the charter together with other pertinent information on the activities of the society, the scope of its program,

its aims and objectives, and how it meets those aims and objectives.

The purposes of our agency can be summarized as follows:

1. All persons who can have sight restored should have restoration of sight service.

2. All employable blind persons should be given employment opportunities consistent with their abilities.

3. All persons who cannot have their sight restored or be given employment should have adequate financial assistance and other ameliorative services.

EXTENT OF BLINDNESS IN THE UNITED STATES

A complete register of blind persons has never been made in the United States, and it is unlikely that it will be achieved for many years in the future. Persons interested in the problem differ in opinion as to the number of blind persons. We believe that the incidence of blindness is at least two per thousand of the general population and this belief is based upon the reports of public and private agencies in city and State areas. One Government agency and a private agency claim 230,000 blind persons as the maximum number. On a basis of 2 per thousand of the 1940 census, the total would be 269,000 and some estimates go as high as 300,000.

Our study shows that in some States there is 1 per thousand, other States $1\frac{1}{2}$ per thousand, and some of the other States as high as 3 and $3\frac{1}{2}$ per thousand. By weighing these statistics, we arrive at 2 per thousand. The difference in these totals is of little consequence since the Nation does not have adequate rehabilitation services for either 230,000 or the much smaller number of cases that are actually known to the various organizations. The records of agencies show that at least 10 percent of the known case load changes each year due to death and restoration of sight and an equal number of new cases are registered by the agencies. This indicates that at least 23,000 and possibly 27,000 sighted persons become blind each year.

RESTORATION OF SIGHT

Various programs have been developed, through public and private agencies, for the medical treatment of blind persons, but in our opinion no State or local area has an adequate program for the restoration of sight of blind persons. We estimate, from studies that we have made since 1938, that approximately 15 percent of the blind would be susceptible to restoration of sight. This is based upon studies made in areas where there has been a partially adequate medical program. However, there are between 30,000 and 40,000 blind persons who could have their sight restored if there were adequate medical services available to them and if the persons who were in need could afford this attention. There are still many areas in the United States where no medical attention is available. However, we find that most blind persons are in need and therefore are unable to pay on the fee basis for medical services even when there are sufficient medical services available.

It has been shown, for instance in one State, that over 400 blind persons have been restored or partially restored to sight through a partially adequate medical program designed to furnish services to

the needy blind, and it is our opinion that for a number of years there has been need for the Federal Government to at least match the cost with the States of providing medical services. In the above State the average cost to restore the sight of an individual is a little over \$100 per case. It does seem wiser to restore a person to sight than to continue to let that person remain blind and thus increase the cost of public assistance.

EMPLOYMENT

In the fall of 1941 the National Society for the Blind, in cooperation with the Services for the Blind in the United States Office of Education, asked all the agencies interested in the rehabilitation of blind persons to forward a brief statement as to the employed blind persons within their respective areas. What are blind people doing in your State? At what jobs are they working? Do they earn a living at these jobs? It was a very simple inquiry and the report was both amazing and disappointing. Our society did not make stenographic copies of these reports to present to Government officials, but we lithographed these reports and compiled them into a book which we distributed to Government officials and Members of Congress. Naturally we could not guarantee the accuracy and completeness of the material in each report, but we could guarantee that these reports were authentic and were those received from the various agencies.

A summary of these reports shows the following:

Private business.....	511	Stands.....	695
Professions.....	422	Sheltered shops.....	1, 841
Home industry.....	1, 809	Farms.....	536
Music and tuning.....	351	Industry.....	102
Salesmen.....	455	Unclassified.....	1, 425

I might say that "unclassified" refers to some W. P. A. projects which were going on at that time. There seemed to be no way to classify them as permanent employment, and we did not have a classification for temporary employment.

You will note that the total number of employed blind persons divides itself into six general groups; namely, industry, stands or commerce, professions, agriculture, sheltered and home industries, with a total of less than 10,000, and of these it is evident that the majority were in subsidized occupations and could not properly be said to be self-supporting.

Why were Government administrators so negative in their attitude, and why was the general public convinced that blind persons are extremely limited? Can it be the result of the type of advertising and education that agencies for the blind have given the public up to this time? A review of activities and services shows that we have advertised the limitations of blind persons to an extreme and unpardonable degree. Most of our publicity and money raising has been developed along the lines of helping blind persons in a few specialized and segregated activities and the public has been encouraged to think of blind persons as being restricted to these advertised activities. This is indicated in a very practical way when John Doe, sighted, seeks employment with a steel company. Let us assume that Mr. Doe is a machine operator. The employer examines him carefully, and if he is in need of an operator for the particular kind of machine upon which John Doe has experience and skill, he will hire him. This man is not expected to be a mechanical engineer, a stationary engi-

neer, accountant, stenographer, switchboard operator, salesman, or financial genius. He has listed himself as a drill press operator or lathe operator, and the employer hires him on that basis. However, when this same man loses his sight and applies to the same company for employment, that same employer immediately magnifies his limitations and is loath to consider his possibilities. Immediately this employer says you can't do this and you can't do that and because of this emphasis on limitations, the man is denied consideration and all his appeals for employment on the basis of his limited skill, which is, moreover, no more limited than it was before, are denied. Thus we find a sighted public educated to hire a sighted laborer because of its specialization and to deny blind labor because it is not unlimited, and to refuse consideration on the basis of its specialization.

In the general employment field, our agencies for the blind have continued the error of this philosophy by first concentrating upon stands as a means of employment. A few years ago most of the agencies were anxious to develop a stand program and all the blind persons of the Nation wanted to become stand operators. With the participation of this country in the war and the demand for industrial labor, we now find the agencies neglecting their stands and concentrating upon industry. In both instances we find serious errors occurring in which blind persons are not properly matched with their jobs, supervision is neglected, and we find an employer public tolerating inefficient blind persons because of the labor shortage but at the same time this employer public is having its age-old opinions about our limitations and undesirability confirmed.

What are we going to do or what have we ever done for blind persons who live in rural areas and for those who are not manual workers? It is obvious that we cannot place everyone on stands. We cannot place everyone in industry regardless of the shortage or of legislation or of opinions that are developed either by coercion or sales methods. As we understand it, all these various phases of employment are necessary. We must have sheltered industries but we believe that the unsubsidized industry is a necessity if we are to convince the sighted public that blind persons are competent. We shall always need home industries to meet the needs of those individuals who because of personal or environmental difficulties cannot be employed away from their homes. Much of this home industry will probably always be occupational therapy, but a great deal of it can be made self-supporting subsidized commercial activity allied with the sheltered shop operations.

In thinking of outside employment or placement as it is commonly known, we have asked our placement agents to be a master of all crafts. Accordingly, because we have found very few individuals who could do all things, the idea of outside employment has been frowned upon as being a desirable ideal but one that is unattainable. If we look to other employment services for the general public, we find agencies specializing in general fields. We have agencies, for example, that specialize entirely with the teaching profession, others specializing with engineering, others with office and clerical help, others with labor groups. In a general office such as the United States Employment Service, we find various divisions of specialists dealing with special groups. If this is necessary with sighted personnel where the clients still retain sales ability for their own personal

wares, how much more so is it necessary in providing the entire sales force for blind persons who with their blindness have lost the ability to market their particular skills in competition with their sighted neighbors?

Thus it is that we suggest the development of employment or rehabilitation agents in at least four general fields outside of the sheltered shops and home industries. These four general groups, which may have to be broken down again into smaller fields before we achieve our ultimate objective are industry, commerce, professions, and rural activities.

INDUSTRY

While there has been much argument through the years as to whether a sighted person or a blind person can best function in this field, the results seem to be in favor of placement agents who are themselves blind. This one phase of employment received considerable impetus or drive during the last World War and at its close the blind persons who had received employment were released and between the years of 1920 and 1940 workers for the blind decided that it was an ideal which could not be achieved and, therefore, should not be considered. However, the Canadian National Institute for the Blind began an industrial placement program in 1928 which carried on through the depression and through its results convinced all fair-minded administrators that blind persons could be satisfactorily placed in industry regardless of whether it is a depression or wartime. Placement agents who were themselves blind secured these results and during the past 3 years the greatest variety of industrial placements in any one area is being made by blind persons specializing in this field of industrial employment. Some results are being secured by sighted placement agents but a study of their placements shows not only a smaller number but also a more limited variety of employment. The bulk of the placements made by sighted agents are in the field of inspection, simple assembly, and a few simple machine operations, while a study of the placements made by blind persons shows a much wider variety of processes and a considerably larger number of blind clients, whereas most of the persons placed by sighted agents are themselves partially sighted. Those sighted agents who achieve any results have found it necessary to employ the facilities of vocational schools that were willing to accept blind students and the sighted agent then attempts to have the prospective employer visit the school and observe the demonstration.

Contrasted with this, the blind agent goes into the plant and performs the approved job on the premises of the employer and he does not ask the employer to be inconvenienced by making a trip to a school or to stretch his imagination by trying to visualize the jobs in his plants as compared with those in the training school. In view of the fact that this is a field in which results prove that capable blind persons can function best, we believe it should be reserved to them as exclusively as possible, but it is understood that these individuals must have all the other necessary qualifications and their blindness simply enables them to serve as the best sample of the product they are selling.

At this point I would like to have permission to show you a very brief picture of blind people at work in various plants throughout the country. It will take about 10 minutes.

Mr. KELLEY. We will be very glad to have you show those pictures.

(Mr. Lewis exhibited a motion-picture film showing blind people at work in various plants in different parts of the country.)

Mr. LEWIS. I might explain that this film was made by Mr. John McCauley, who was at that time with the Employment Service on the west coast, and since that time he has been a specialist in the United States Office of Vocational Rehabilitation. These are photographs of actual people working on the job and give you some idea of the possibilities of blind workers being actually used in industry in a variety of occupations. I might say at this point that there are possibly 2,800 blind persons being so employed today. You will notice that my report in 1941 shows 102 at 67 schools for 30 agencies. There has been a tremendous step-up, which I admit has been due to the labor shortage. I also say that these men are competing on a normal basis with those in the industry along with their sighted friends, and the results are most encouraging.

I should have made the comment that the real value of that work comes in the pay check at the end of the week.

COMMERCE AND STANDS

Up to 2 years ago all our agencies were concentrating on stands although most of them were not approaching it from a commercial point of view. Here again we owe the Canadian National Institute for the Blind a debt of gratitude and appreciation for developing a system of stand operation that produced the first successful stand program in our field. The institute was the first to employ the successful principles of chain-store management, supervision, and control. A number of agencies in the United States have adopted these same methods during the past 5 years and their results are so far beyond those of any other method that it is difficult to understand why all agencies have not adopted the same methods. In this field the successful agencies have found that it is necessary to employ an adequate and competent staff of successful business men and women who are familiar with all merchandising problems which arise with the same ease and facility they solved them in businesses operated by sighted persons. We find that the results to blind persons are in direct ratio to the attractiveness of the stand installations, to the thoroughness of the training of the blind person and his sighted assistants and to the completeness of the supervision given by the agency. Each and every stand is operated in such a manner as to confirm the observer's idea of the limitations of blindness; then we have a stand that is obviously run by a blind person in the ordinary sense of the word. If, on the other hand, the stand is so operated that the sighted observer is not aware of the blindness of its operator and the customer is attracted to the counter because of the same influences which draw that customer into any good business establishment, then we have an influence on the public that is wholesome and broadening. When the customer realizes the operator is a blind person, that customer is amazed, astounded, and electrified, and his conception of the possibilities of life without sight is tremendously broadened.

PROFESSIONS

In 1920 a vocational rehabilitation bill was passed in Congress authorizing the rehabilitation of all civilian disabled persons regardless of the cause and effect of that disability. Up until the last 2 years from 12,000 to 15,000 handicapped persons were said to be rehabilitated in the United States each year and with the war pressure and shortage of labor this number has been doubled. An examination of the reports shows a very small percentage of this group have been blinded persons and seldom over 100 per year. A further examination shows that these few have been allegedly rehabilitated because tuition and books were provided for school or they were given training in a sheltered industry and were thus said to be rehabilitated as broom makers, weavers, mop makers, and so forth. When a person is sent to college and on through professional school and is graduated, that person was closed as a rehabilitated case even though the graduate has not earned a dime at the profession for which he is trained. Thus we find blind persons graduating from universities with professional degrees finally employed in sheltered industries or as stand operators, and now we find them employed in war industries.

The greatest difficulty with the blind lawyer, osteopath, chiropractor, teacher, professional musician, or any other white-collar activity is the problem of that individual selling his skill to the general public. The average sighted professional worker can begin as an assistant in the office of someone else with a going business in that profession, but the average attorney will not take a blind lawyer as an assistant, and the average osteopath will not take a blind graduate of his school as an assistant and the average board of education will not give a blind person qualified as a teacher part-time work and an opportunity to gain experience and later to accept a full-time position, and social agencies will not give blind graduates from social-service schools a regular case load and an opportunity to acquire experience and to prove ability, and thus we find a considerable number of blind persons with college degrees unable to market the skill they are supposed to possess.

I might say we do have some blind case workers, but not very many, although I think the chances are that in that field they are just beginning to break down their traditional opinion of the men we have.

What can we do to assist this group? In the first place, it is likely that a fair number of blind persons should never have been sent to college and their only excuse for continuing has been for the purpose of keeping them busy and to postpone the realization of their idleness a little longer. On the other hand, there are undoubtedly a large number of blind persons who should go to college and qualify in various professional fields that have been unable to do so because no one took sufficient interest in their qualifications and ambitions.

We believe specialists in the professions should be developed in the professional field and these specialists should be fully acquainted with all of the requirements, qualifications, and possibilities for success in each of the professional and white-collar occupations. These specialists should be able to diagnose the abilities of blind persons and to determine whether or not that person is professional material. When a blind person is encouraged and assisted in completing his professional studies, then the specialist must provide the necessary

sales ability to secure business for this blind graduate and the same specialist must be permitted to maintain continuous contact with each of these persons in order that success can be insured and when circumstances occur requiring a change in career, the specialist in professions should be on hand to make that change and to insure success in the new enterprise. Today we have classrooms in schools which, because of the lack of teachers, are closed, churches without ministers, musical organizations without performers, and there is a shortage of practitioners in the healing arts, and yet we have blind persons qualified to perform in these various fields who are unable to secure employment.

RURAL ACTIVITIES

A survey of occupations shows that practically all the activities of agencies for the blind are concentrated on the problems of the urban population. Our sheltered and home industries are for the most part in large cities. It is true that home teachers travel into the rural areas on occasion to give lessons in Braille and domestic arts, but even home industries are very largely concentrated with the urban population because it is easier to deliver materials and to secure the finished product. As a result, the blind person in the country finds that he must either migrate to the city in a strange environment or he is relegated to the back porch and a rocking chair if he stays on the farm.

In a few instances agencies have attempted to assist blind persons in the country by providing them with 25 chickens with which to start a poultry farm, and when the individual has failed to establish a poultry business large enough to support himself and his family, the failure has been attributed to his blindness and not to under capitalization. One is led to ask the question, "How many sighted persons regardless of their competency have ever begun a poultry business with a capitalization of 25 inexpensive chickens most of which are probably roosters, and in extreme cases of superior capitalization, with perhaps \$100 worth of incubator and brooder equipment?"

A little over a year ago the first step in the solution of this problem was taken by the New Hampshire Association for the Blind, when after accepting a legacy consisting of some 30 acres of land and a few thousand dollars, the association established the Barnes Farm School for Blind Persons at Henniker, N. H. At the present time this school has a capacity of eight students. Obviously this is not a big enterprise but it is a bright spot in the beginning of the solution of this problem. While figures are not yet available, we do know there are at least several hundred blind persons successfully operating farms in the United States and Canada and there are others successfully operating businesses in rural areas.

One man attending the Association for the Blind meeting in Kansas in June of this year startled the entire convention when he described his farm activity. He is totally blind, age 40, and has been blind 12 years. He operates a farm of 1,760 acres, has nearly 300 head of cattle and about 150 hogs, and his entire staff consists of 1 man, age 72, and a boy, age 14, in addition to himself. Five hundred acres are left to pasture land and 1,200 acres are tilled. This man takes his own livestock to market, handles all his own farm business, and is considered a very successful farm operator.

A man in LaFayette, Colo., has a very small farm of some 12 acres at the edge of this small town. However, he earns a living for his family not only through the products of his farm but also through the poultry business and through his activity of making cast cement grease traps, well linings, and trash burners for the plumbers of his community.

Undoubtedly there are many examples known to everyone in this audience, and if these persons without guidance and without assistance can rehabilitate themselves in a rural environment, then how much better results could we have with specialists concentrating in this field? We believe that this Nation should have at least four regional farm schools specializing in the business of retraining blinded farm personnel for work on their own farms and future training of blind persons who want to and should live in a rural environment.

What is the employment problem of blind persons in the United States? It is said that the case load is somewhere between 250,000 and 300,000 persons, and reports from the various agencies show that from 10 to 12 percent of this case load changes each year. This means that somewhere between 25,000 and 30,000 persons lose sight each year and an equal number are removed from the registers by death or restoration of sight. While opinions differ considerably and there is no actual evidence either for or against the estimates, most of us believe that it is possible to rehabilitate 25 percent of the register if a broad and complete employment service is established. This would of course include sheltered and home industries as well as all the employment which can be developed outside of these 2 services.

On this basis we have somewhere between 60,000 and 75,000 employable blind persons at the present time and a registration of new employables of between 6,000 and 7,000 each year. We believe this should be approached in the same manner as any manufacturer approaches the sale of a commercial product. If, for example, an automobile manufacturer knows that his average salesman will sell 20 cars per month, and he is manufacturing 100,000 cars per month, it is obvious that 5,000 salesmen are required to market the output of the factory.

We have no records to indicate how many blind persons can be rehabilitated each year by agents specializing in the various fields described. One of two unusual persons dealing with the broad field of placement have provided employment for 50 to 80 persons in 1 year and others listed as placement agents report as low as from 1 to 5 per year. None of these persons has concentrated exclusively in any one of the specialized general categories described, and obviously a placement agent attempting to deal with the entire employment field including supervision cannot take care of as many individuals as a specialist should do. Let us assume that a rehabilitation specialist or placement agent can secure 20 new jobs each year and at the same time maintain his old customers and thus keep the people placed the first year employed the second year, and if changes occur in any of these jobs, he will cultivate the employer sufficiently to be able to make replacements. Naturally we should think in terms of average conditions and not of the present wartime conditions. If we can assume that 1 agent under all circumstances can rehabilitate

20 persons per year and we have a case load of 7,000 per year, it will require 350 agents to rehabilitate the people coming on the books every 12 months and the backlog of accumulated and unemployed blind persons which totals somewhere around 50,000 will not be rehabilitated unless we either increase the number of agents beyond 350 or we secure an average of more than 20 rehabilitations per year.

The distribution of these agents and their qualifications and their assignments is something which must be determined by experience. However, we believe that each State should have at least one specialist in each of the fields of stands, professions, and agriculture, and this number should be increased when experience shows the maximum case load which an agent can properly serve. We have sufficient experience already and we know that an industrial placement agent has a full program with 100 employed or employable clients, and this is particularly true if they are scattered over a considerable area and among a large number of employers. It is quite possible that broader experience may require a reduction in this estimate of 100 as a full case load for an industrial placement agent and there will be instances where a placement agent may serve a larger group when they are concentrated with one employer or with perhaps 4 or 5 employers in a small geographical area. Whether or not it is wise to place large numbers of blind persons in one industrial plant is a subject which must be settled by the experts and by experience. We also find from an observation of reports that a supervisor in a stand program can serve only a certain number of stands and the agencies achieving most success in this field agree that 10 stands is apparently a full load. When the total cost of such a sales force is computed, there are many who may consider it too high a price to pay for the result. However, if such a program costs the Nation \$3,000,000 per year, and 60,000 to 75,000 blind persons are provided employment at an average of \$1,000 per year per person, we have an income developed to blind persons totaling up to \$70,000,000. These persons taken off relief rolls at an average of \$25 per month or \$300 per year would save the Nation over \$20,000,000 and income taxes paid on the total earnings by these individuals at an average of 5 percent per year would produce a return to the nation of \$3,500,000. Thus if we place this program on a straight business basis, we find it possible to provide all these services at an actual cash profit to the Nation as a whole.

During the past 2 years the National Society for the Blind, in cooperation with the Services for the Blind in the United States Office of Education has requested agencies to supply factual information as to employment. This information has been presented to Government administrators and has been used to educate such officials as to the possibilities of blind persons. As a result, an administrator who 2 years ago vehemently denied the rehabilitation possibilities of blind persons, now with equal vehemence states "I do not believe there is anything that blind persons cannot do if they are given the opportunity." All of which might suggest the answer to that oft repeated question, "What can blind persons do?" which is "What will you let them do?"

THE ROLE OF THE NATIONAL SOCIETY FOR THE BLIND IN THE TRAINING
OF PLACEMENT AGENTS

To meet the problem of specialized employment of the blind in these activities, the National Society for the Blind cooperates with Federal and State agencies in arranging training for staff members and for individual blind persons in whom these agencies are interested when such training will result directly in qualifying the blind person to accept a position on the staff of the interested agency. The committee may be interested to know that one Government organization and the Civil Service Commission accept this training as a satisfactory qualification for Federal employment by the Government agency when specialists in this field are required.

It has long been shown that blind persons who cannot have their sight restored can in many cases be employed in normal occupations. In this respect we would like to submit for the record a volume entitled "Blind Workers in United States Industries" published by the National Society for the Blind, which shows the blind at work in many normal and useful occupations in industry. We estimate there are between 20,000 and 25,000 who are employable in production industry.

DETERRENCE TO EMPLOYMENT IN SO-CALLED NORMAL TIMES

The major cause of unemployment for blind persons is the emphasis placed upon the limitations of blind persons by the sighted public, and this is due to the type of education the public has received on the subject from various sources. As a result the individual blind person finds himself in need of a sales agency to secure a buyer for his skills and talents. Thus the meeting of this one factor—adverse traditional opinion—is the major problem of the employable blind person. The lack of adequate staff of competent placement agents, or if you prefer, salesmen in the United States is largely responsible for the increased public assistance cost particularly for those persons who are employable. There are many reasons for the failure of the agencies for the blind to provide this sales service and I am sure this committee will learn many of them before these hearings are completed.

The workmen's compensation laws of the various States were originally designed to assist the workmen, but in many cases they have proved to be more damaging than beneficial in that industry has interpreted them to keep handicapped persons out of employment instead of assisting them into it. This has been due to the interpretation of the various workmen's compensation laws that made an employer responsible for the accumulated effect of several disabling conditions rather than being responsible only for the injury which occurred. There are 23 States with second injury funds which protect the employer from this accumulated effect and 25 States do not give the employer this protection and thus the absorption of blind persons is made more difficult and in some States it is practically prohibited because it is necessary for the blind person to waive all his rights under workmen's compensation in order to secure a job.

I especially want to recommend here that all persons interested in work for the blind, in my opinion, should be interested in getting their own States to pass second injury clauses as soon as possible in the coming legislatures of the various States. I do not know of any other

solution of the problem, although that is not a very encouraging sign, because it has taken 25 years to put workmen's compensation in the various statutes of the States, and after 25 years only 23 of the States have second injury clauses.

ENCOURAGING LEGISLATION

The Barden-La Follette Act, approved June 6, 1943, Public Law 113, Seventh-eighth Congress, has given the blind persons of the United States a great deal of hope and encouragement as has likewise the Randolph-Sheppard Act passed in 1936. The Office of Vocational Rehabilitation in the Federal Security Agency, which administers the Rehabilitation Act, is making rapid progress in the development of rehabilitation services to blind persons and we hope that Congress will provide adequate funds in the support of this act not only for use at the State level but also for the development of a Federal staff that can give the State agencies the kind of direction and guidance that is much needed.

Under this program it is anticipated that many blind individuals of working age (16-64 years of age) may receive such representative services as vocational guidance and counseling, vocational training, occupational tools, and placement and post-placement supervision in employment. These services are in addition to prosthetic appliances which blind persons may require, and this program also permits restoration of sight services to those blind persons whose employability will be improved. It must be remembered, however, that the Office of Vocational Rehabilitation cannot provide medical and surgical services or appliances to blind persons whose employment is not a factor and accordingly blind persons under 16 years of age and aged blind persons are not likely to be eligible for this service.

TITLE X—SOCIAL SECURITY ACT

According to reports from the Social Security Board, 74,819 blind persons received an average monthly financial assistance of \$28.18. Unfortunately there is a great variation in the amount and the kind of assistance rendered. In general, it is based upon "need" but we find in some States that a person has to be totally without resources before he will be considered "in need." There should be a proper definition of this term.

Many States set up a budget which is wholly inadequate and then pay only a portion of that budget. In addition to this they deduct small earnings of blind persons and thus discourage them from employment. We believe that a policy should be established in the Department of Public Assistance which will encourage blind persons to accept employment instead of serving as a penalty upon initiative.

RECOMMENDATIONS

1. We recommend a national restoration of sight program for all blind persons whose diagnosis indicates that such service is feasible regardless of their employability, and we estimate the restoration of sight to all potential recipients would not exceed \$4,000,000 and the

annual cost after the backlog had been served should not exceed \$300,000 a year.

2. We recommend at least \$1,000,000 be granted to the Public Health Service for ophthalmological research to determine the cause and cure of all eye diseases which lead to blindness especially cataract and glaucoma.

3. Consolidation in one agency of all employment services to civilian handicapped persons administered by the Federal Government. This should be done by statute law.

4. Amendment to the Randolph-Sheppard Act: The Randolph-Sheppard Act should be amended to correct the difficulties that have arisen in the administration of it during the past 7 years. This includes purchase of stand equipment and stocks with Federal participation, closer cooperation on the part of Federal agencies in their design and construction of buildings, authority on the part of the licensing agencies to establish successful commercial systems for the operation of stands, and permission for the licensing agencies to appoint all blind persons as stand operators who are eligible for aid to the blind on the basis of their eye condition.

The administration of this act has resulted in the development of employment for between 1,200 and 1,500 blind persons in stands in Federal buildings and in non-Federal locations, and we estimate the average earnings of the blind operators as approximately \$100 a month. This service has also resulted in the development of other placement services through which blind persons now work in production industries and in various departments of the Federal Government. At this point I especially want to pay tribute to the Honorable Jennings Randolph for his sponsorship of this excellent piece of legislation in 1936.

The Wagner-O'Day Act which was passed June 25, 1935, had done more to improve the standards of manufacturing for the workshops for the blind than any other single piece of legislation. The purchasing of articles by the Federal Government has served to improve the standards of the product and the efficiency in processing methods of these workshops. Blind persons now receive larger incomes through their labors in the workshops than ever before. We look forward to expansion in the number of items purchased by the Federal Government after the war is over.

ADEQUATE APPROPRIATIONS FOR FEDERAL-STATE PROGRAMS

While some persons may criticize the recommendation of Federal appropriations for use through State and private agencies, there is reason to believe such appropriations will be profitable to the entire Nation. It is unlikely that the rehabilitation services for blind persons will require more than an average of \$4,000,000 a year, and by the time this amount is being expended at the State level somewhere between 50,000 and 100,000 blind persons will be employed with a saving to the Federal Government of between \$15,000,000 and \$30,000,000. In addition, these wage earners will undoubtedly return more taxes to the Federal and State governments than the appropriations required to establish and maintain these employment opportunities. We again wish to remind you of our chief objectives—to restore sight wherever possible, to do everything necessary to develop

employment opportunities compatible with all talents, and to give adequate financial assistance and services to all others.

Thank you.

Mr. KELLEY. Mr. Lewis, I believe you made the statement that there were from 250,000 to 300,000 blind persons in the United States. Does that mean totally blind, or does it mean partially blind?

Mr. LEWIS. No, it does not. We have a definition of blindness which has been agreed upon for the last several years. A person is blind within the meaning of the law and that is of the Federal Social Security Act, who has 20/200 in the better eye after correction, or more than 20/200 where there is a field of vision less than 20 degrees.

Mr. KELLEY. How many totally blind would there be out of that 250,000 to 300,000; have you any idea?

Mr. LEWIS. I made a check one time and my figure came to 66,000.

Mr. KELLEY. Will you repeat again what percentage of these 250,000 to 300,000 are employed?

Mr. LEWIS. They are employed at everything, they are doing everything. There are only about 10,000 employed.

Mr. KELLEY. Ten thousand?

Mr. LEWIS. And of those I should say there are about 2,500 to 3,000 in workshops; about 2,800 to 3,000 in normal employment; about 1,200 to 1,500 in stands, and the rest of them are in home industries and sheltered shops and other employment trades, which, perhaps, we do not consider quite full employment.

Mr. KELLEY. If it were possible to obtain positions, I suppose all of the blind or partially blind could be employed, if they had the training. The principal difficulty is finding positions and training them?

Mr. LEWIS. I think the main difficulty is overcoming the traditional opinion of the sighted world with respect to the capacities and abilities of blind persons. It is actually a sales job to sell blind labor. It is actually that, and every case has to be sold to the employer. It is rather amazing to find employers who cannot have the imagination which they should have in that respect. On the other hand, I want to compliment many, many firms who have seen the light, and who have been able to and who have employed blind persons on a competitive basis. This is not a proposition of asking for charity. It is merely asking for a chance to make a living and it is a most important thing to be able to make a living in the type of work that you want to do.

Mr. KELLEY. Let me ask you this, Mr. Lewis: Where they are employed by industry, are they employed by the large corporations or by the smaller companies as a rule?

Mr. LEWIS. They are employed in both. This copy of Blind Workers in U. S. Industries, shows some 100 different firms throughout the country who are employing blind persons, and I will just name a few of them for you: Acme Shear Co., Aircraft Accessories Corporation, Allis-Chalmers Manufacturing Co., American Armament Co., American Manufacturing Co. of Fort Worth, Tex., Apex Tool Co., Armstrong Corporation, William Ball Co. of Newark, N. J. Bates Manufacturing, General Electric, and oh, just innumerable companies. I would say a cross section of industry, Mr. Chairman.

Mr. KELLEY. Do you have any questions, Mr. Day?

Mr. DAY. Referring to the definition which you have given, which is generally accepted as to what constitutes blindness, do you think that ought to be relaxed, or is it sufficiently broad as it is now? Would you give greater leeway as to the amount of vision that exists?

Mr. LEWIS. No, sir; I would not. I think that the definition that we have today is absolutely fair. I think that if a person is above 20/200, or more than 20/200, but with a very limited field of vision, I believe it is one of the best definitions of a physically handicapped person that there is in the whole field, and I would not like to see it changed one whit.

Mr. DAY. May I ask you, also, if an employer is willing to go more than half way to employ a person who is blind within that definition? Outside of these amendments to State statutes that you mentioned, do you not think that he ought to be given pretty generous inducement if we have any legislation to cover the subject?

Mr. LEWIS. By "inducement" do you mean that we ought to pay a part of his wages?

Mr. DAY. No; I do not mean in the way of a gratuity, but, naturally, he has to overcome a lack of appreciation today as to what a blind man can do, and if he has to establish any facility within his industry to help overcome that do you not think that ought to be taken account of?

Mr. LEWIS. I believe that that would be a function of the State agency to assist in giving that service, and that part should not be paid for, of course, by the employer, but should be absorbed in the cost of placement.

Mr. DAY. That is what I had in mind.

Mr. LEWIS. Yes; that is right. I think that is a function of the placement agency to sell the employer on it, and to follow it up and see that he does keep sold on the idea of employing blind persons who are capable. I also would like to mention that blind persons who are not capable should not be taken into a factory just because of blindness, because, if you do that, then you destroy the effectiveness of the whole program.

Mr. DAY. That is all.

Mr. KELLEY. I will ask Mr. Barker, our counsel, if he has any points to cover.

Mr. BARKER. I would like to ask Mr. Lewis whether there is any provision, either in State or Federal law, for a census of the blind?

Mr. LEWIS. Well, yes; there has been in the past. The United States Census Bureau had an inclusion for taking a census of the blind in it, but it did not mean very much, because if you walk down the street and somebody has 20/200 vision and he can see to get around, and he does not consider himself blind, he would not be counted. So, for years, the United States Census Bureau took those figures, and they were rather meager. Certain States have laws which provide for registering blind persons. I think a practical solution of it might be in the operation with the ophthalmologists asking their help in referring to people with serious physical handicap. It is mighty difficult, because it is a fluctuating thing. Today we have a person who is practically blind, but who through, perhaps, a cataract operation is relieved and goes away above 20/200 vision, and that is true in the State that I come from. I am talking about my own experience. It is an ever-fluctuating thing. It is like saying

how many people are there in Washington. We go back to the 1940 census and the chamber of commerce people say there have been 40,000 people who have come here since that time, and nobody knows the exact number, and we have to take the census figures for it, but that figure of between 230,000 and 250,000, somewhere in that neighborhood, I think is accurate, based upon studies we have made.

Mr. BARKER. Now, referring to the second exhibit, I believe, which you introduced, Blind Workers in U. S. Industries,¹ in preparing that did you consider whether the occupations that were listed by industries included such occupations as holding doors open, or sweeping out rooms?

Mr. LEWIS. No; we did not. If you will examine the pictures accompanying these, you will see that these are pretty largely machine operations of various kinds, and are bona fide, legitimate machine operations in which most of them are working on a piece-work basis, and on which also they fortunately are, in many cases, exceeding the need. I will read from one letter from the Remington Arms Co. where it says this:

On this, the third full day, he made piece-rate earnings of 3 cents per hour above hourly rate.

This is the maximum allowable production for which piece rate is paid, the amount being limited in order to protect quality. Thus on his fourth full day, Starincak reached a production amount that usually requires 2 weeks for new operators to attain.

So, it is purely on a production basis. We do not think we should appeal to the employer on the basis of any other than business motives. Here is a person that has not sight. No, but he has other capacities and abilities. You can use him because he can do this, this, and this, and that is the approach, but if we do not overcome the resistance, they naturally say, "I would like to help this man, but what can he do? He cannot get around, he cannot go to the washroom, he cannot do this, or he cannot do that." His limitations are magnified. So, what is needed, is to cease stressing limitations and to stress the remaining abilities that that man has.

Mr. KELLEY. Those are all the questions we have. Thank you very much, Mr. Lewis. You made a very fine contribution to this study, and we are very glad to have had you here today.

There are two doctors present from the American Medical Association.

Dr. GRADLE. Yes.

STATEMENT OF DR. HARRY S. GRADLE, PROFESSOR OF OPHTHALMOLOGY AT THE UNIVERSITY OF ILLINOIS, AND VICE PRESIDENT OF THE ILLINOIS SOCIETY FOR THE PREVENTION OF BLINDNESS, CHICAGO, ILL.

Mr. KELLEY. Doctor, will you give your full name and whom you represent?

Dr. GRADLE. Harry S. Gradle. I am representing the American Medical Association here. I am professor of ophthalmology at the University of Illinois, and vice president of the Illinois Society for the Prevention of Blindness.

¹ Held in the committee files.

Mr. KELLEY. Would you care to make a statement, Doctor?

Dr. GRADLE. In the letter that the American Medical Association gave me there were three questions asked: The cause of blindness in the United States and how cured.

The causes of blindness have to be guessed at and cannot be given accurately from a statistical standpoint. The majority of the figures that we could obtain were those from the 1930 census in which the individual blind person was asked as to the cause of his blindness. There was no medical diagnosis.

By supplementing that with the causes of blindness as listed in the pension rolls of the various States, we were able to arrive, in general, at the following:

That local disease of the eye causes about 38 percent of the blindness, and general disease of the system affecting the eye causes about 16 percent; accidents, 16 percent, and causes not known, 28 percent.

Mr. KELLEY. That would be congenital, I suppose?

Dr. GRADLE. No; congenital causes run very low, somewhere around $2\frac{1}{2}$ to 3 percent. In general, we can say that local disease of the eye, either originating in the eye or in the system, cause about 55 percent of the blindness. Accidents cause about 16 percent and the remainder of the cases are due to a variety of causes not specifically stated.

Here I wish to take up the question of what is blindness. In 1934 the American Medical Association adopted an official definition of blindness, dividing it into four classifications:

Absolute blindness, which is inability to perceive light.

Economic blindness, which is the absence of ability to do any kind of work, for which sight is essential, and then this definition that Mr. Lewis spoke of, vision of 20/200 or less in the better eye with correction or equally disabling effect of the visual ability.

We also listed vocational blindness, an impairment of vision, which makes it impossible for a person to do work at which he had previously earned a living. In other words, if a watchmaker loses enough vision so that he cannot work at watchmaking, he still may have enough vision to do something else, but is vocationally blind.

And, finally, educational blindness, which is such a loss of sight as makes it difficult, dangerous, or impossible to learn by the methods that are commonly used in schools.

I take it that this committee is concerned with the first two types, absolute blindness and economic blindness.

The second question was: How many blind are there in the United States and where? I think Mr. Lewis has answered that very completely. We do not know, and it is impossible for us to obtain an absolute figure. We can get the number of blind cases on the pension rolls, but what percentage that forms of the total number of blind it is impossible to say. You see why that is?

Mr. KELLEY. Yes.

Dr. GRADLE. Right at this point, may I bring in the thought that a large share of the program, as I see it outlined here, is not alone the care and rehabilitation of the blind, but also the prevention of blindness, which is of even greater importance than the care for the blind. About 60 percent of all blindness is unnecessary and can be prevented.

Mr. KELLEY. Sixty percent?

Dr. GRADLE. About 60 percent.

That necessitates an extensive prevention-of-blindness program. Now, what can such a program do? May I state just a very few of the things. About 70 years ago gonorrheal ophthalmia caused nearly 50 percent of the blindness that existed. Today it causes about 1 percent because of legislation that has prevented it.

Trachoma, an infectious disease of the eye, has caused about 2 percent of all of the blindness. Now, that is absolutely preventable and can be eliminated entirely, and with proper means within the next two generations there should not be a single individual in this country blind from trachoma.

Blindness or partial loss of sight of school children with deficiencies of vision due to nearsightedness can be helped by the special sight-saving classes.

The question of glaucoma which causes 6 percent of all blindness can be solved by special clinics for glaucoma, in which cases are taken early and carried through to logical conclusion.

The prevention of accidents, of which 85 percent occur in the industries, can be eliminated to a great extent by proper safety measures, and so forth.

So, the prevention of blindness is really one of the larger questions.

The third question: Your recommendations for an over-all program for the blind in the post-war era.

Now, we have got to consider three classes of blind—the blind children, adults, and the aged. The children form a comparatively small proportion of the increment on the blind rolls every year. As a rule, they are fairly well taken care of in the various State schools for the blind and private schools for the blind where they receive a general education, but not vocational training. Efforts should be made to see that, in addition to the general education, these blind children receive vocational training. At the present time the average graduate from a blind school graduates directly onto the pension rolls of the State.

The aged, and by that I mean from the age of probably 60 on, are usually blinded by conditions in the eye that are not susceptible to physical rehabilitation. At the same time the people at that age are not susceptible to vocational rehabilitation, and they become a problem mostly of care for their condition.

Mr. KELLEY. May I interrupt you there a minute, Doctor?

Dr. GRADLE. Yes, sir.

Mr. KELLEY. What percentage of the blind are there in those two groups?

Dr. GRADLE. I do not know.

That leaves, then, a third class, which is the most important class for you to care for, namely, those that have become blind in adult life, between the ages of 21 and 60.

Only a comparatively small proportion of that number is susceptible of physical rehabilitation. In other words, of restoration of vision. The exact percentage I cannot tell you, If you exclude the cataract cases, which can be operated upon, the number is not greater than 1 percent, but that group is very susceptible to vocational rehabilitation. Those are the people who can be placed in industry, and people who can be made self-supporting.

There are not enough places in this country where a young blinded adult can learn how to take care of himself. There are very few

vocational training centers. The Army and Navy are doing a marvelous job in caring for the blinded of this present war, not only from the physical standpoint, but more particularly from the vocational rehabilitation standpoint, and I believe the committee could well follow the example set by the Army and Navy in setting up vocational training centers. There are comparatively few of them. The cost is high because it is an expensive proposition, and because of that factor, and because of the limited number, it is not possible for the majority of the States to set up such vocational rehabilitation centers. Consequently it becomes probably a joint function of the Federal Government and the State governments, and which could be solved by district centers that would encompass a great many States.

You are asking for recommendations. My recommendations would be, first, that the State public assistance commissions be assisted in the physical rehabilitation of the blind from the ophthalmological standpoint insofar as possible.

Further, that the State commissions be assisted in vocational rehabilitation of the blind by the establishment of vocational training centers, possibly by States and possibly by districts, to which would be eligible not only the indigent but also those who can afford to pay for it. The average person of means today has no place where he can obtain careful, thorough training in vocational rehabilitation.

Our best figures are probably those obtained from St. Dunstan's in England, which has taken care of the war blinded. That is, those in that second group of adults who have been blinded. St. Dunstan's lists 92 different occupations whereby these people can become self-supporting, and they state specifically that 80 percent of the blind that have come to St. Dunstan's are put into gainful occupations whereby they can become self-supporting.

Such institutions have to be more or less of a perpetual affair, because a man may have to have his vocation changed. For example, a man has become a machinist, and he has become self-supporting, and the shop closes down, and he is thrown out of work entirely. He is unable to obtain a similar position someplace else, and he may have to be trained to do some other sort of work. Consequently a vocational training center must be open continuously for further instruction when, as, and if necessary. Further, a vocational training center must be accompanied by a placement service.

As I told you, the time was too short to prepare a statement, and I have brought along a few reprints that I can leave with you in case you wish them.

Mr. KELLEY. Yes; if you please, Doctor.

Dr. GRADLE. I have one here on the Prevention of Blindness,¹ listing the causes; another one on the Development of a Prevention of Blindness Program From the Standpoint of the Doctor; and, finally, another one on the Incidence and Distribution of Trachoma in the United States.

Mr. KELLEY. Yes; those are very interesting.

Do you have any questions, Mr. Day, to ask Dr. Gradle?

Mr. DAY. You feel that there is great need of this expansion of the vocational training that you mentioned, where the State does a certain part and the Federal Government would supplement that in

¹ The documents above referred to are held in the committee files.

order to make it efficient, and that it would be created on a wide enough basis so that districts could be covered and have that benefit?

Dr. GRADLE. Yes; there is great need for it.

Mr. DAY. Coming from the State of Illinois, as I do, I would like to ask if Illinois has not made great advances along this line.

Dr. GRADLE. We are just doing it now. I am consulting ophthalmologist for the Illinois Public Assistance Commission and, therefore, I am somewhat familiar with the problem there. We have 7,400 on the blind pension roll in Illinois. We have started a physical rehabilitation program and made a careful ophthalmological examination which has been done for the first time. We find that there are probably around 12 percent of the blind on the pension roll who are susceptible of physical rehabilitation, that is, ophthalmologically. These are mostly people with cataracts, and are to the greatest extent people beyond the employable age.

Therefore, the greatest need is the training of those who cannot be physically rehabilitated, but who are susceptible of vocational rehabilitation. We have nothing on that in Illinois as yet. We are starting now, and Mr. Brandon has turned over to us the Industrial Home for the Blind to set up a vocational center there.

Mr. DAY. That is what I had reference to.

Dr. GRADLE. We have not started it yet.

Mr. DAY. Rodney Brandon will be the man to foster it.

Dr. GRADLE. He is very much interested in it and he is carrying it through.

Mr. DAY. I have no further questions.

Mr. KELLEY. Mr. Barker.

Mr. BARKER. Along the same lines, Doctor, you have testified that these vocational training centers should be set up. I wonder if you would advise us on the necessity of having set up medical centers also?

Dr. GRADLE. I think it is entirely unnecessary. We have adequate medical centers in practically all of the States, although some of the smaller States have not. In the State and other universities we have adequate ophthalmologists to do the work, and it is merely a question of routing patients to the proper location. We would have no trouble about that in Illinois, for example.

Mr. BARKER. Would you tell us how many ophthalmologists there are in the United States?

Dr. GRADLE. There are, listed, 6,000 ophthalmologists in the United States, of whom a little over 2,000 have been certificated by their fellow practitioners as being ophthalmologists, and 2,000 who are doing capable work without certification. The other 2,000, comprising the 6,000, are mostly general practitioners who are doing a small amount of ophthalmology on the side, but who are not capable of doing necessary rehabilitation work.

Mr. BARKER. Is it your opinion that 6,000 are sufficient for the United States?

Dr. GRADLE. No; we are grossly undermanned in the United States.

Mr. BARKER. You told us originally, though, that you thought there was a sufficient number.

Dr. GRADLE. There is a sufficient number.

Mr. BARKER. Now you have said that 6,000 are not sufficient.

Dr. GRADLE. Wait a minute. I was a bit twisted. The number we have is sufficient for the physical rehabilitation of the blind. The 6,000 in existence are not enough to cover the needs of the general population of the United States, apart from the rehabilitation.

Mr. BARKER. Now, can you tell us how they are distributed by States? For example, do we have an equitable distribution of ophthalmologists?

Dr. GRADLE. No; we do not have.

Mr. BARKER. So that in certain areas of this country we do not have a sufficient number at all; is that correct?

Dr. GRADLE. That is correct.

Mr. BARKER. Now, can you tell us what schools and colleges are doing research in ophthalmology?

Dr. GRADLE. Do you want me to list them?

Mr. BARKER. If there are not too many.

Dr. GRADLE. The major research in ophthalmology is done at Johns Hopkins, Columbia, Massachusetts Eye and Ear, the University of Michigan, Washington University, the University of Iowa, the University of Illinois, Georgia, California, and Minnesota.

Mr. BARKER. How many ophthalmologists would you say are graduated each year?

Dr. GRADLE. About 180.

Mr. BARKER. Would you tell us what you think should be done for the blind who need medical attention and cannot afford to pay for it?

Dr. GRADLE. They should be routed to the university clinics where the highest class of ophthalmic surgeons do their work.

Mr. BARKER. Do we have sufficient clinics throughout the country?

Dr. GRADLE. Throughout the country I would think probably not. For instance, Nevada, Montana, and some of the States with the sparsest population do not have enough. The States with the larger populations, yes.

Mr. BARKER. What would you say should be done in those areas where we do not have enough medical clinics?

Dr. GRADLE. Very probably it could be arranged if vocational training centers were set up by districts; they could be set up in the districts where there are competent and adequate clinics, and the patients could be routed to those clinics regardless of the States from which they may come.

For example, in Illinois we are not permitted to take patients from Indiana in our State university clinic.

Mr. BARKER. So that a complete program, then, would include vocational training centers, and a medical center where patients could be routed from one to the other.

Dr. GRADLE. Correct.

Mr. BARKER. Do you think the States could finance such centers, or do you think it would be necessary to get Federal assistance?

Dr. GRADLE. I am sure that Federal assistance would be necessary.

Mr. KELLEY. Not in all of the States.

Dr. GRADLE. Not all of them.

Mr. KELLEY. But in some of them.

Dr. GRADLE. They obtain Federal assistance through the Social Security. For instance, in Illinois with the I. P. A. C., we obtain a great deal of assistance—I think on a 50-50 basis.

Mr. KELLEY. And any program that might be recommended by this committee to the Congress, you believe, should take into consideration the prevention?

Dr. GRADLE. I do, by all means. The prevention is the greatest aspect of the whole thing; otherwise, how are we going to reduce the blind population of the United States?

Mr. KELLEY. Thank you very much, Doctor. We are glad to have had you. You have made a fine contribution.

We will now hear from Dr. Woods.

STATEMENT OF DR. ALAN C. WOODS, JOHNS HOPKINS UNIVERSITY

Dr. Woods. My name is Alan C. Woods. I am a director of the department of ophthalmology and acting professor of ophthalmology in the Johns Hopkins University Medical School, and director of the Wilmer Ophthalmological Institute of the Johns Hopkins Hospital and University.

There are three questions that were addressed to us by Mr. Samuel Barker. The first dealt with the causes of blindness in the United States, and how cured.

Dr. Gradle has already given you the figures on the causes of blindness, which figures are somewhat inadequate.

I. THE FIRST QUESTION RELATES TO THE CAUSES OF BLINDNESS AND THEIR CURE

A. Causes: The various studies on the causes of blindness show somewhat different results. These differences are apparently due to the various methods of approach to the problem and the different material on which the studies are made. There are four important reports on the subject: (a) The national health survey of 1935, based on a house-to-house canvas of 800,000 families, representing 2,800,000 individuals; (b) a study by C. Edith Kirby, published in the Outlook for the Blind and Teachers Forum, volume 37, No. 9, November 1943, based on a study of pupils in schools and day classes for the blind; (c) an analysis made by the National Society for the Prevention of Blindness, published in a bulletin of April 29, 1942; and (d) a study; A. Cowan and B. R. English, published in the Transactions of the Section of Ophthalmology, American Medical Association, 1941, page 94, and based on a study of 31,352 blind eyes in 15,676 persons 21 years or more of age in the State of Pennsylvania. The results of these four surveys are briefly as follows:

(a) National Health Survey

	Percent
Diseases of the eye.....	72.0
Congenital defects.....	7.3
Accident.....	20.6

(b) C. Edith Kirby

	Percent
Infectious diseases.....	24.0
Trauma.....	7.7
Poisonings.....	.1
Neoplasms.....	2.8
General (systemic) diseases.....	1.4
Prenatal origin.....	52.4
Undetermined.....	11.6

(c) *National Society for the Prevention of Blindness*

	Children Percent	Adults Percent
Infectious diseases.....	23.8	23.0
Trauma.....	8.0	13.0
Poisonings.....	0.	1.0
Neoplasms.....	2.8	1.0
General diseases.....	1.2	6.0
Prenatal origin.....	51.4	10.0
Undetermined.....	12.7	46.0

(d) *Cowan and English (approximate percentages)*

	Percent
Congenital anomalies.....	5.0
Trauma.....	10.0
Diseases of the lids.....	.03
Diseases of the conjunctiva (gonorrheal ophthalmia 2.4 percent).....	3.0
Diseases of the globe (glaucoma, tumor, etc.).....	11.0
Diseases of the cornea.....	9.0
Diseases of the uvea.....	16.0
Diseases of the lens.....	30.0
Diseases of the retina.....	10.0
Diseases of the vitreous.....	.08
Diseases of the optic nerves.....	10.0
Diseases of the optic tracts and centers.....	.16
Miscellaneous.....	.01

The apparent discrepancy between the figures for congenital (prenatal) blindness shown by the surveys of the National Health Survey and Cowan and English on the one hand, and Kirby and the National Association for the Blind on the other hand, is due to the different material surveyed. The figures of the National Health Survey and Cowan and English are a much more accurate reflection of the overall picture in adults. This is illustrated by two tables given by the National Health Survey dealing with the age distribution and annual incidence of blindness in different age groups:

Age distribution of the blind

Age groups	Percent distribution	Rate per 100,000	Age groups	Percent distribution	Rate per 100,000
Under 15.....	3.3	11	55 to 64.....	16.5	185
15 to 24.....	3.1	14	65 to 74.....	22.7	457
25 to 34.....	5.1	27	75 to 84.....	18.6	1,093
35 to 44.....	9.4	49	85+.....	7.6	2,916
45 to 54.....	13.3	90			

Annual incidence of development of blindness in age groups

Age groups:	Ratio per 100,000	Age groups:	Ratio per 100,000
All ages.....	6.6	40 to 49.....	4.1
Under 7½.....	1.5	50 to 59.....	9.5
7½ to 19.....	0.2	60 to 69.....	27.2
20 to 29.....	1.3	70 to 79.....	63.6
30 to 39.....	2.2	80 to 89.....	182.3

These two tables illustrate clearly that, both from the viewpoints of age distribution and annual incidence, blindness becomes an increasing problem with advancing years. This is partially compensated for

by the increasing death rate among older individuals, and that cataracts, which constitute usually remedial blindness, are more frequent over 50 years of age.

Among adults cataract accounts for from 20 to 30 percent of all blindness. Excluding cataract, the following table gives an idea of the other causes of blindness in adults:

Causes of blindness in adults (excluding cataracts)

Age group	External diseases	Atrophy of optic nerves	Glaucoma	Detached retina	Retinal disease	Uveitis	Trauma
	Percent	Percent	Percent	Percent	Percent	Percent	Percent
30-45.....	7.6	44.6	11.6	6.3	2.6	20.5	6.2
45-60.....	9.5	23.6	27.3	13.6	3.0	15.5	6.5
60-75.....	3.0	5.4	58.1	2.7	2.7	13.3	5.4
Average.....	6.7	24.5	32.3	7.5	2.8	16.2	6.1

B. The cure of blindness: Excluding cataracts, very little blindness is remediable. A small number of cases of blindness due to corneal opacities can be helped or cured by corneal transplants, some cases of conical cornea can be helped by contact glasses, but certainly, on the over-all picture, when cataracts are excluded, less than 1 percent of the blind are susceptible of any therapeutic help for their blindness.

Cataracts, which account for 20 to 30 percent of adult blindness, present a different picture. If the cataracts are uncomplicated by other diseases of the eyes or optic pathways, 95 percent plus should be remediable. Here the problem is chiefly the utilization of already available facilities. While the number of ophthalmologists in the United States is probably inadequate for the over-all requirements of the population, nevertheless there are ample and adequate hospital and surgical facilities to care for the cataract problem. In more thickly settled and urban communities, facilities are usually readily available. In more sparsely settled and rural communities, the problem is one of proper selection of remediable cases and their transportation to centers where proper hospital and surgical facilities are available. Since this may in many cases require transportation from State to State, it may well be a Federal problem.

One small and unfortunate class of individuals is encountered who refuse operation for cataracts and the probable restoration of vision, for fear they will then lose their blind pensions. There is obviously little that can be done for this group, for whom the blind pension appears to be a definite detriment.

Mr. KELLEY. They refuse to have an operation to cure their blindness for fear that they will be removed from the pension list?

Dr. WOODS. Exactly.

Mr. KELLEY. They prefer blindness?

Dr. WOODS. They prefer their pensions and to stay blind and get their pensions. It is a small number, but it is a pitiful group of ignorant people.

II. THE NUMBER OF BLIND IN THE UNITED STATES AND THEIR DISTRIBUTION

The number of blind in the United States is not known with any degree of accuracy. The following are various estimates:

Agency	Year	Actual number (estimated)	Rate per 100,000
Census Bureau.....	1930	63,489	52
Best ¹	1934	100,000	80
National Health Survey.....	1935	107,000	90
Sanders ²	1943	215,000-240,000	150

¹ Best, Harry, *Blindness and the Blind in the United States*, New York, the Macmillan Co., 1934.

² Sanders, Barker S., *The Blind, Their Number and Characteristics*, Social Security Bulletin, 1943, VI No. 10, p. 7.

The 1943 estimate of Sanders, based on an as yet unreported survey of the Social Security Board and former surveys, is undoubtedly the most accurate, inasmuch as it makes allowances for obvious errors and omissions in former estimates.

Distribution.—There are no figures available on the State-to-State distribution of the blind in the United States. Kirby gives the population of 53 blind schools scattered over the United States. The following figures on sex and race incidence, employment status, and economic status are culled from various reports:

Sex: Incidence greater in males—ratio 110:100.

Race: More frequent in Negroes—ratio 146-75.

Employment status: 11 percent of total number are employed. In age group 15-64, males 29 percent, females 5 percent (National Health Survey).

Economic status: Blindness more common in low-income groups, i. e. (Sanders):

Relief population.....	163 per 100,000
No relief, family income below \$1,000 per annum.....	110 per 100,000
Salary income \$1,000-\$1,500.....	59 per 100,000
Salary income \$5,000+.....	33 per 100,000

III. RECOMMENDATIONS FOR AN OVER-ALL PROGRAM FOR THE BLIND IN THE POST-WAR ERA

Recommendations for such a program are more within the province of educators and workers among the blind than in the province of an ophthalmologist. There are, however, certain broad principles which appear to be important in such a program.

1. Primarily, attention should be directed to the prevention of blindness. This can probably best be done by support of already existing agencies such as the National Society for the Prevention of Blindness, and mostly by Federal support of various institutions engaged in research work on the causes of blindness and their cure and prevention. Such a program would probably be more productive than the attempt to set up new agencies.

2. The establishment, or, better, the perpetuation, of one national school for vocational training of the blind. This might well be accomplished by taking steps to insure the continuation of the excellent school at Avon, Conn., recently established by the Army for the vocational training of blind veterans. Such a school should not be large, but should rather serve as a model for various State institutions. Its population might well be limited to blind individuals who have

served in the armed forces or possibly amplified to include blind individuals occurring in other Federal departments and agencies.

3. The care and vocational training of the ordinary civilian blind had best be left to the direction of the various States, with Federal support extended where needed and deserved. States receiving such Federal support should be required to meet certain minimum standards for the detection and prevention of blindness, for the vocational training of the blind, and the maintenance of workshops for such blind as require a sheltered environment.

4. The establishment of proper standards for State care of the blind might be left to a central Federal committee, which might include representatives from the Army school at Avon, Conn., from the various national blind organizations, from the departments of education of certain States where recognized adequate programs are now in force, and from the medical profession.

5. There should be some central Federal fund established to provide transportation of the indigent remediable blind from States where adequate facilities are not available to centers in other States where adequate hospital and surgical facilities are available, and to pay for their hospitalization. This is suggested for the reason it is manifest that the indigent blind of one State should not be the responsibility of other States or of private out-of-the-State institutions.

Mr. KELLEY. The medical schools have to meet certain requirements, do they not?

Dr. WOODS. They certainly do, sir.

Mr. KELLEY. Otherwise they would not get assistance, Federal assistance.

Dr. WOODS. They do not get much Federal assistance anyway, sir.

Mr. KELLEY. The institutions for the blind, I mean.

Dr. WOODS. Yes.

Mr. KELLEY. They would have to meet these certain standards set up, and if they did not meet them they would get no assistance.

Dr. WOODS. That would be the idea I would have. It is a practical point.

Mr. KELLEY. We thank you very much, Doctor. We are glad that you came. You have been helpful to us.

We will now hear from Mr. Cunningham.

STATEMENT OF JOHN CUNNINGHAM, NATIONAL ASSOCIATION FOR THE BLIND

Mr. CUNNINGHAM. I am John Cunningham, of the National Association for the Blind. I am formerly of New York City, and I am blind and am also self-supporting. I have been interested in the problems of the blind for many years, and on one occasion prepared a voluminous report for Governor Lehman, of New York.

Moreover, I prepared some special material for Mrs. Eleanor Roosevelt. I incorporated the National Association for the Blind at the direction of the late Gen. James A. Drain, Assistant to the Honorable Paul McNutt. That is my background.

Now, I do not come here, gentlemen, prepared to give a statistical survey. I think that field has been very well covered. I come here

in behalf of the blind people of this country. I would like to present exhibit A.¹

This, gentlemen, is a duplicate of an affidavit filed with Mrs. Heller at the District committee on October 25, I believe, and in this connection I might say that the Honorable Jennings Randolph, as a result, resigned from the Washington Society for the Blind, I believe on the 28th, 2 days afterward. I further wish to state that this very report was written by a Mr. Joseph Clunk, Chief of the Services for the Blind in the United States Office of Education in collaboration with a Mr. McMains, an ex-bookkeeper of the Washington Society. It was typed on Government stationery by a Government typist, Miss Murphy, assistant to Mr. Clunk. I submit this as exhibit A.

This report contains a history of the development of the vending stand and machine program as applied to work for the blind here in the District of Columbia. It further contains the history of the Washington Society for the Blind. In the affidavit it is clearly shown that the Washington Society for the Blind, acting in conjunction with the Federal Government, entered into a financial agreement to control the vending-machine program in this city. It further goes on to show that the National Society for the Blind, with Mr. Lewis at its head, receives an income of \$3,600 a year, the bulk of which comes from these vending machines, many of which are in Government buildings and are in fact a Government subsidy.

Mr. KELLEY. Mr. Cunningham, the purpose of this hearing is to gather information for the purpose of outlining for the future a national policy for the physically handicapped.

Mr. CUNNINGHAM. I realize that, sir.

Mr. KELLEY. We do not want to be involved in any controversy. We want a constructive program.

Mr. CUNNINGHAM. No program for the blind or for the handicapped anywhere can be any higher than those who administer it. If the blind people of this country are to be placed in the hands of administrators who are questionable, then I feel that it is the right of you gentlemen at least to investigate these charges. I will stand or fall on the basis of an impartial investigation. It is definitely relevant to the problem of the blind locally as well as nationally. It has national ramifications for the simple reason that the Washington Society for the Blind is set up as a model to be used nationally.

It might interest you gentlemen to know that the Government was a party to a contract which was given to blind persons and signed by blind vending stand operators. As a part of that contract, which is listed here in exhibit 2,¹ the blind operators agreed that 6 percent of their income was to be given for administrative supervision to the financial agent of the Washington Society.

I submit here exhibit 3,¹ which is a revised schedule of income of the Washington Society for the Blind as concurred in by the Federal Office of Education. Thousands of dollars were put into the hands of the Washington Society on the basis of this exhibit which I submit in evidence.

Mr. KELLEY. Mr. Cunningham, this committee is not a court to stand in judgment on these things involved. We are after informa-

¹ Withdrawn from committee files at the request of the witness.

tion for the benefit of the whole physically handicapped problem. I am afraid that you are not giving it to us.

Mr. CUNNINGHAM. I can say this, gentlemen: I telegraphed you, Mr. Kelley, and received permission from Mr. Barker, and it was understood before I came here that I was not to give a statistical discussion of the problem of the blind. I telegraphed you, Mr. Kelley, to that effect. I asked in that telegram that I be given permission to discuss this situation. It is a matter of record. I have the receipt from the telegraph company right here. I have no difficulty whatsoever. I have no grievance with any local or national organization as such. I make an independent income and am not dependent upon any local or national group, and I am not being subsidized. I feel that inasmuch as this is a basic problem that if individuals of national prominence are cutting in on the vending machine business where a sign stands that this is to help the blind of the District or of the country, I feel then that it is within the province of this investigating committee, or otherwise Mr. Randolph would not have resigned. You may ask Mr. Randolph concerning that.

Mr. KELLEY. He is a member of this committee.

Mr. CUNNINGHAM. Yes. I would further ask the committee to consider the question that inasmuch as Mr. Randolph was on the board of directors of the Washington Society, whether it is possible for anyone who is on such a board to render a qualified judgment. I submit that to you, Mr. Chairman, for consideration.

There are in these United States many prominent citizens who are profiting from signs "Help the Blind" in Government buildings. I might name Mrs. Ross T. McIntire, who is on a salary as a director of the Washington Society for \$1,200 a year. Also Mr. William Dyer, of the Perpetual Loan Association, on a salary of \$1,800. Mr. McLachlen, of the McLachlen Bank, is receiving \$1,800, which is coming from the vending machines, mainly in Government buildings. Therefore, I do believe it is within the province of this committee to look into those things. Everything here is a matter of record, it is not a matter of my opinion. This record cost the blind operators here in Washington \$1,200. It is the record of the hearings conducted informally at the United States Office of Education where a trial was conducted to expel a blind operator. One thousand two hundred dollars was given to Harlan Wood as attorneys' fees for defending an association for the blind against a blind operator. I further wish to state that an audit of the books of the Washington Society by Wayne, Kendrick last September revealed a shortage.

I further wish to state that a short time after that Wayne Kendrick lost the job of being the accountant for the Washington Society.

Gentlemen, inasmuch as there are many ramifications to this, you cannot disregard this factual testimony. It has national significance inasmuch as individuals are going into the national rehabilitation service. I am frankly worried on account of those blind people less fortunate than myself if they will not be in the hands of capable administrators.

Mr. Clunk, who is Chief of the Vocational Rehabilitation for the Blind, nationally was one of the original incorporators of the Washington and national societies for the blind. Examine the record,

gentlemen. Further, Mr. Clunk was instrumental in bringing from Ohio Mr. McDaniel to take over the activities of this Washington Society for the Blind. And for the record, gentlemen, as you can find in exhibit A, it states that Mr. McDaniel had none too glaring a record and that he worked for the blind at a salary of \$2,100 a year and that has been increased to \$6,200 per year.

I further wish to submit to the committee the fact that according to the original contract signed by the blind operators of 6 percent, the operators were not consulted regarding the upward revision which was to the actual benefit of the Washington Society and not to the blind. It was a definite breach of contract in which the Government participated to the disadvantage of the blind. Will that be done nationally? There has been a third rescheduling which I can submit, and it is also on Washington Society stationery, in which a third rescheduling was presented, but unfortunately it did not go through. That I will also submit in evidence. It would have, had it gone through, given the Washington Society an additional \$13,000 a year and the operators \$13,000 less.

Gentlemen, the evidence speaks for itself. A collusion definitely exists between individuals in the United States Office of Education and private associations for the blind. We find that on occasion national vending machine companies have paid the expenses of certain Government officials to national conventions for the blind where a promotional scheme to advance vending machines nationally was propounded. It would be interesting to visit Mr. Wright, Chief Clerk in the Government Printing Office. He will tell you that Mr. Leonard Robinson, a Government official, had all to do with the placing of those vending machines, the financial benefit of which is going to the National Society for the Blind.

Further, I wish you to investigate contracts between the Washington and National Societies for the blind. You will find that they have national ramifications. You will find whereas, according to an original agreement, the National Society for the Blind was to receive 20 percent of the income from vending machines here in the District as well as throughout the Nation, the Washington Society was to receive 80 percent as a local organization.

Mr. Charles Peters, who was undoubtedly known to all of you, said that he would not agree to an association such as existed between the National and Washington Societies. He therefore urged and was successful in getting a cleavage of the funds so that the Washington Society could receive its checks direct from the vending-machine companies. It was at that time, gentlemen, that Mr. Lewis' salary was raised from \$200 a month to \$3,600 a year.

Mr. DAY. You have gone pretty far here in making accusations. You are not under oath.

Mr. CUNNINGHAM. No.

Mr. DAY. I suggest that rather than divert this whole humanitarian purpose that we have in this national investigation that if you have anything of that kind to offer you should furnish it to some Federal grand jury, or some body of that kind.

Mr. CUNNINGHAM. It was my understanding that you were to investigate the conditions of the handicapped nationally, and it is on that basis that I came here, and it was understood, and it is a matter of record—Mr. Kelley, did you receive a telegram from me? In that

telegram did I make certain specific charges? Mr. Barker has given me special permission to discuss these questions; however, there exist courts other than this committee.

Mr. KELLEY. Your charges are charges against individuals?

Mr. CUNNINGHAM. In official capacities, not against individuals as such. I beg to differ. There is a differentiation there.

Mr. DAY. Did you ever submit these to any properly constituted enforcement officials, Government officials?

Mr. CUNNINGHAM. These facts were known, as the affidavits will show, and if you check with the District Committee, many of these facts were known in October of last year, and if you inquire of Mr. Randolph, he resigned 3 days later.

Mr. KELLEY. You are casting a reflection upon a Member of Congress.

Mr. CUNNINGHAM. No, sir; I am not.

Mr. KELLEY. And a member of this committee.

Mr. CUNNINGHAM. I think it speaks well of a Congressman, when he finds that he is connected with an organization that is questionable, he resigns. I think he is to be commended for that.

Mr. KELLEY. You implied that he resigned for some reason. The inference is that he was forced to resign.

Mr. CUNNINGHAM. Of course "force" is a very vague term. It can be interpreted in so many ways. Morally forced, yes, I would say.

I am willing to answer any questions you gentlemen may like to ask.

Mr. KELLEY. You say that this salary set-up here is in the affidavit. It is not an affidavit.

Mr. CUNNINGHAM. It is a copy of an affidavit. It is in the hands of the District Committee and has been since last October; not only one but three affidavits.

Mr. KELLEY. Anything else?

Mr. CUNNINGHAM. If you gentlemen will investigate this situation, that is all that I am interested in, and I would like to see that something is done. You asked for suggestions for corrective legislation.

Mr. KELLEY. We will look over your statement.

Mr. CUNNINGHAM. I wish to add this: I personally have no ax to grind. I received not one cent. I lost money personally by being here today, but I can always make a few dollars.

Mr. KELLEY. How many members are in your association?

Mr. CUNNINGHAM. Locally I would say about 15.

Mr. KELLEY. How many nationally?

Mr. CUNNINGHAM. That I could not give you because it is a fluctuating thing, and we are more or less in an embryonic state in it inasmuch as we just incorporated last year at the suggestion of General Drain, as I aforesaid.

Mr. KELLEY. Your association is exclusively for colored people?

Mr. CUNNINGHAM. No, sir. It is bad enough when a man is blind; why add an additional stigma of color?

Mr. KELLEY. I did not know what your group consisted of.

Mr. CUNNINGHAM. Thank God that I am blind if to have sight means that I must be a discriminator.

Mr. KELLEY. Have you anything to add?

Mr. CUNNINGHAM. No, sir. Examine the records; that is all.

Mr. KELLEY. We will now hear from Mr. Johnson.

STATEMENT OF HENRY JOHNSON, EXECUTIVE DIRECTOR OF THE FLORIDA COUNCIL FOR THE BLIND

Mr. JOHNSON. My name is Henry P. Johnson, executive director of the Florida Council for the Blind, which is a State agency created by the legislature for rendering a general program of service to the blind of our State. I have been executive director since the creation of the agency. I am, myself, technically blind; that is having about 20/200 vision in one eye and no sight in the other. I was educated in a school for the blind, and in addition to my professional capacity in work for the blind I am also a member of the bar of the State of North Carolina and the State of Florida, and have practiced my profession for a number of years successfully.

I would first like to express my appreciation to the committee for hearing me on rather short notice, I presume, because I came from a long way off. I should like in a few minutes to cover three points.

The first point will be some general principles.

The second point would be a brief statement of what the agency in my State is doing.

The third point would be a statement of recommendations. I think that, totally, I probably can cover these points in about 10 minutes.

On the first point of general principles, gentlemen of the committee, I would first like to say that in the constitution of our State, as in the constitution of most States, there is a general principle that lays the basis for all such service as this committee has in mind, and you may be interested in having my observation on that.

Under the preamble of most constitutions it recites that all men are endowed with certain inalienable rights, among which are life, liberty, and the right to acquire and possess property and to have safety.

In my State our legislature interpreted that to mean that it is the responsibility of government, especially in a democratic government, to provide for any minority groups, or any particular segment of society the means whereby that segment may become a participating part of society.

The study that you are here taking under consideration is something that is very American. I would also like to point out to you that in about 1894 the Supreme Court of the United States in a memorable decision—I believe it was *Allgeyer v. the State of Louisiana*, the United States Supreme Court stated in substance that all men are entitled to the free use of their faculties, the right to work, to choose their profession, and to live where they please in these United States.

I think that somewhat backs up with the decision of our highest court the fundamental constitution provision, and so I lay those fundamental principles before you for whatever guidance they may be in supporting you in your further survey of the needs of the handicapped person, with the hope that you may be stimulated to proceed for the benefit and interest of these persons.

The next general principle that I should like to fix in the minds of you gentlemen is this: Scientifically 90 percent of all mental stimuli come from sight, 5 percent from hearing, and 5 percent from all other senses combined, and when you let that sink in, gentlemen, you may begin to understand scientifically the need for specialization for the visually handicapped.

In other words, a person without sight is only capable, without special means, of receiving 10 percent of the normal stimuli to his mind. This very fact emphasizes the nature of the handicap of the blind from the scientific viewpoint. While I emphasize that it is a handicap, the greatest of all handicaps, I want to give you a little formula that I call the equation of achievement. I am not a physician, but I understand that the human brain has about 30,000,000,000 brain cells, and it is variously estimated that the average human uses only about 3,000,000,000 brain cells; therefore, we scientifically believe that the handicap of the blind is necessarily overcome in that we develop the reserve capacity that exists in all human beings.

There is nothing miraculous about the ability of blind people to do these many things that have been described to you. It is innate in all of us. If you were to lose your sight tomorrow any of you gentlemen could probably serve your constituents with equal efficiency. Possibly even a little better. You might concentrate maybe instead of looking at the pretty girl that went by, or some other distraction.

In other words, the handicap of blindness is no barrier to achievement if proper methods are used.

This brings me to a statement of our work in Florida. We have a State agency that we call a State council for the blind. We use the word "council," though in many States they use the word "commission." In other States they have subdivisions under over-all boards. I believe that some 38 States have special agencies similar to the one in Florida. Our program is all-inclusive in its legislative authority. Due to the limited State funds, we have not been able to fully implement the law, but in general we have a program which includes conservation of vision, social adjustment, and rehabilitation services.

Under the prevention program, we are interested in stimulating proper industrial safeguards; that is, for instance, the wearing of goggles in hazardous industries; we are interested in stimulating the public health service in the proper administration of social-disease laws which cause a high percentage of blindness, and in a general sense we are interested in promoting desirable legislation which will further prevent blindness, such as premarital examination laws, prenatal examination laws, all of which, I think, are pretty much on a State level. I am not sure just where the Federal Government comes in except probably through supplemental funds to the Public Health Service.

In connection with what has been stated here before this morning in connection with the restoration of sight, you may be interested in one or two facts about our program in Florida.

We have an estimated blind population of 4,000 persons. We have 2,700 receiving relief grants from the State welfare work. We took a 10-percent sampling of that 2,700 blind persons in order to determine how many of them could have their sight restored. We were amazed that approximately 600, with proper medical treatment, could have sight restored based on the eye medical examination given at the time the person was qualified to receive the relief grant from the State welfare board.

In other words, that tied in, I believe, with Mr. Lewis' estimate of about 15 percent of the blind population of the country could be physically restored with adequate medical service.

I would like to state to you gentlemen that in our State our medical program has the endorsement of our State medical society. We have an advisory committee of outstanding ophthalmologists in the State. We use private practitioners on a standard-fee scale set-up somewhat in comparison to the workmen's compensation fees, and the program is working very satisfactorily with the use of the private practitioner in his ordinary capacity. We do not hire doctors on our staff.

I would also like to emphasize in our agency we do not believe the indigent blind person should be expected to subject himself to the experimentation of unqualified doctors. For that reason, in our State we use only ophthalmologists who have been licensed by their own national board, letting the profession be the judge of their qualifications.

I would like to reemphasize that I do not believe any blind person should be subjected to experimentation in clinics not properly set up to safeguard the interests of the person who has no money and who comes to have his sight restored.

I think it is the function of the Government, going into the program, to see that it has proper safeguards for clients.

So much for a brief statement of our sight conservation program.

I would like to mention this, because I think it is fundamental. We have made a survey and determined that in the public schools, in the grade levels, 1 child in every 10 has defective vision and at the high school level 2 in 10, and at the college level 4 in every 10.

Recently the United States Navy issued a bulletin in reference to the V-12 program that showed that many applicants taken into the Navy who had good eyesight and who were sent through the college courses came out disqualified for naval service because their vision had decreased from that shown in the original examination. This bulletin points out one factor that we are particularly interested in in Florida, that is that probably the principal cause of these men who were being trained for naval officers having defective vision was due to inadequate lighting.

The human eye does not function except with proper light, in our opinion, and after an exhaustive survey which resulted in the printing of a pamphlet on the subject we distributed that to our schools, and in every place where the human eye is used for close work, that is a matter of careful investigation, and adequate lighting is given for the conservation of our eyesight.

Many times the private power corporation, with which I have no connection whatever, stresses the principle involved in their advertisements, of course, where they want to sell electricity which has created some prejudice about proper light. Proper light is a matter of very great importance, and should not be related to selling electricity.

Providing proper light is a matter of importance in preserving our eyesight, and that should be considered wherever facilities are made available to the States.

In our employment program we have set up a centralized stand program, and we have 25 stands, both Federal and State. We operate those stands as a part of the rehabilitation program and from this stand program we have given employment to 28 blind persons with an average monthly income of \$150 for the past year, and this amount of income exceeds our entire State appropriation for the

program so that one service alone has justified all expenditure for our agency.

We also have other agencies working in private industry throughout the State.

In addition to the employment program we have a special service program to bring about social adjustment to blindness including the distribution of talking books. We have 350 talking-book machines in Florida, and we aid many blind persons with those machines.

Thirdly, and very briefly, I think, federally speaking, we have almost adequate legislation at this time to enable us to carry out a creditable program.

The Barden-LaFollette Act appears to be working out successfully, and Florida is receiving benefits under this act. We have only been under the act for 6 months. There are 24 States now operating under the act, some of them only for a month or two, and we do not have adequate experience at this time to be able to know whether this law should be amended, or, if so, just how it should be amended. I think we should have at least another year's experience to be able to know whether the law is completely adequate, but it is working out at the present time in a satisfactory manner, and I should like to emphasize that very strongly.

The Randolph-Sheppard Act, under which we are licensed to operate these stands is operating satisfactorily, but we would recommend, for efficiency, that the work should be transferred to the Federal agency charged with that work, so that we would have a more direct line of responsibility between the States and the United States Government. This will require Federal legislation.

In connection with the matter of supervision, I think you should recommend that the Randolph-Sheppard Act should be amended to transfer those services to the United States Office for Rehabilitation.

One other recommendation is this. For the past several years the population of our blind schools has been decreasing due to the State prevention-of-blindness program. We hope sometime in the future to have schools for the partially blind. There has not been attention given to the child with partial sight. We would strongly urge this committee to consider the possibility of Federal participation to the extent of providing large-type textbooks to the States to be used in sight-saving schools, which is a principal item of expense at the present time.

I believe the National Association of Instructors for the Blind made a similar recommendation in their national meeting, and we would very strongly urge this committee to consider a recommendation of that sort as one of the most practical ways of serving the partially sighted child.

MR. KELLEY. Does any resident of the State of Florida have access to your program?

MR. JOHNSON. Absolutely; regardless of race, creed, or any other condition.

MR. DAY. I think you made an observation, perhaps only in passing, in reference to the Government furnishing textbooks. You would not want the Federal Government to assume the function of actually providing textbooks to the States, would you?

MR. JOHNSON. Yes, sir. At the present time the American Printing House for the Blind does provide, under a Federal appropriation,

Braille books for the schools for the blind, but does not specify the type of educational program for the blind.

Mr. DAY. I mean where a State was able to provide books you would not have the Federal Government do it, would you?

Mr. JOHNSON. I would say the need is for a central agency to print these books, and the Federal Government might work out a plan whereby they are made available to the States at the cost of production.

Mr. DAY. In any instance where the State is fairly able to do that, you would let the State do it, would you not?

Mr. JOHNSON. Absolutely; yes, sir.

Mr. BARKER. Can you name a State that is supplying sufficient Braille titles for its blind?

Mr. JOHNSON. No, sir; I probably stepped a little out of my category. In the State schools for the blind the president of the school is administering the program in each school. But I believe, in general, Braille books are published at the American Printing House for the Blind, which is subsidized by the Federal Government.

Mr. KELLEY. Thank you very much for your statement, Mr. Johnson. If Dr. Cheek is present we will be glad to have a statement from her at this time.

Dr. CHEEK. I will be glad to make a short statement, Mr. Chairman.

Mr. KELLEY. Will you state your name and your position?

STATEMENT OF DR. ROMA CHEEK, SECRETARY, STATE COMMISSION FOR THE BLIND OF NORTH CAROLINA

Dr. CHEEK. Mr. Chairman, my name is Roma Cheek; I am the secretary of the State commission for the blind in North Carolina and have held that position for the past 9 years. I am also secretary-treasurer of the National Council of State Executives for the Blind.

I would like to endorse the recommendations made by Mr. Johnson, and not take your time to repeat those, and I also endorse the ones which will be made by Mr. George Meyer, the president of our council later.

I would like to express our appreciation to this committee for the interest you are taking in the handicapped, and your vision in planning for the post-war era.

I would like to make a few observations from the State point of view, based on our experience in North Carolina.

As has been so well said this morning, work for the blind, such as we have been discussing, is expensive, but if the program is carried out on an adequate basis it does make taxpayers out of tax recipients, and it makes happy contributing citizens out of dependent, lonely people.

Work for the blind is more expensive than other types of work for the handicapped because the mechanisms and instruments of life are designed for the seeing. No other handicapped person requires so complete an adjustment. The blind are a minority group.

You must assist a blind person to make the adjustment of his situation, since 85 percent of our impressions come through the eyes.

I would emphasize the fact that aid from the Federal Government is necessary to provide adequate facilities, because it is a highly

specialized field, and the blind living in the States with very low income are as much entitled to assistance in those States as those in the States with higher incomes and greater wealth. When we have no grants from the Federal Government, but depend on State and county treasuries, we cannot even have adequately financed programs for the blind. We greatly need Federal funds to match State funds for prevention-of-blindness work. There are no funds now.

Wherever possible, work for the blind should be self-supporting. We have five workshops for the blind in North Carolina which are self-supporting, paying the blind workers an average of \$18 a week each. These workshops are taking care of their overhead expenses. Of course, we are getting Government orders and have the benefit of Government work. If it were not for these benefits, these shops would not be self-supporting, but they are run completely on a business basis.

I would like to comment on the stand program. I would like to say that the penny vending machine and the vending stand are entirely different things.

In the State of North Carolina the legislature has enacted a law providing that any penny vending machines that will give 20 percent of their income to the work for the blind will not have to pay a State tax. The revenue department recommended this because it costs them more to put the stamps on the machines than they collect and our Lions Clubs have been getting \$17,000 a year to buy glasses for the indigent school children and adults and are financing other projects for the blind out of these vending-machine returns. We think it is an excellent way of taking care of this cost which otherwise would have to be financed out of the Federal, State, and county treasuries.

Store managers and other business people are glad to allow these machines to be placed there, and give what would otherwise be their returns. These citizens who are willing to have you place these machines there give you what they would otherwise be receiving for rental space.

Further, on the vending-stand program, I would like to say we have 42 stands under the central control plan of merchandising and the stands carry a part of the costs of operation.

Blind operators are earning \$128 per month, on the average. We tried stands under the old system where there was no trained supervision, where each operator did the best he could, and not being able to see, he was unable to compete. Often his stand became an eyesore, and neither the public buildings nor the private buildings wanted an unattractive stand in their buildings.

We adopted the central control plan used by the Washington Society and recommended by the Federal Bureau of Education and Vocational Rehabilitation.

We found that the earnings of our blind operators increased an average of 70 percent under this businesslike, sound plan of stand operation, after the overhead charges are deducted. The blind operators are able to earn an average of \$128 per month.

I would like to express our appreciation to the Washington Society for the Blind which has shown us the way and which has been assisting without cost in the training of stand supervisors for the States.

I have visited these Washington stands and have seen their records. I would like to point out that the Washington Society guarantees to their blind operators \$1,560 a year, and earnings of the blind managers in Washington go up as high as \$14,500. They have individual operators earning as much as \$14,500. They do have a system of charges for overhead and expansion, but the stand-vending system is not oppressive.

Most of the blind operators in our State consider stand operation a business project. They do not want to ask their Government for money when they can earn a reasonable income. The overhead costs are reasonable and there are no ceilings on the earnings of blind people—they can go as high as their efficiency will enable them to go. We encourage them to save their money and go in business of their own, having profited by the efficient training and experience they have received under the coordinated merchandising system of chain operation.

I do hope that the Randolph-Sheppard bill will be amended by this Congress. It is our greatest need in making many more blind people self-supporting.

In our State we have estimated the blind population at 9,000. We have an accurate register on 7,412. During the past 2 years we serviced 14,300 indigent visually handicapped persons in clinics, through these services; 1,001 were removed from the classification of blindness. During the past 2 years our State commission for the blind has aided 240 blind people.

Mr. KELLEY. Is that in addition to those who have operated the stands?

Dr. CHEEK. That included those people. Since 1936 we have aided 721 blind people in securing employment—most of whom had to have considerable training and preconditioning. We have, we believe, between 35 and 45 percent of the blind in our State who are employable if we can train them and find opportunities for employment.

I would like to say that the annual income of our 42 stand operators alone exceeds our total appropriation for rehabilitation, prevention, and services. Rehabilitation is economical, and it is a fact, as has been cited to you, that it is the best way of serving our handicapped citizens, especially the blind.

Mr. KELLEY. Is that service available to every inhabitant of the State?

Dr. CHEEK. Yes; the service is available to any blind person in the State.

I was glad to hear the physician who testified stress the importance of having preconditioning centers where skills can be tested out and where they could have an opportunity to make the very best choice of occupations they are best suited for and learning to develop other senses and other powers.

Mr. RANDOLPH. May I simply say to the witness concerning her reference to legislation which has been known as the Randolph-Sheppard Act now upon the books, that an amendment to that act to bring about what she referred to is being prepared, and I hope we can have that considered at an early date.

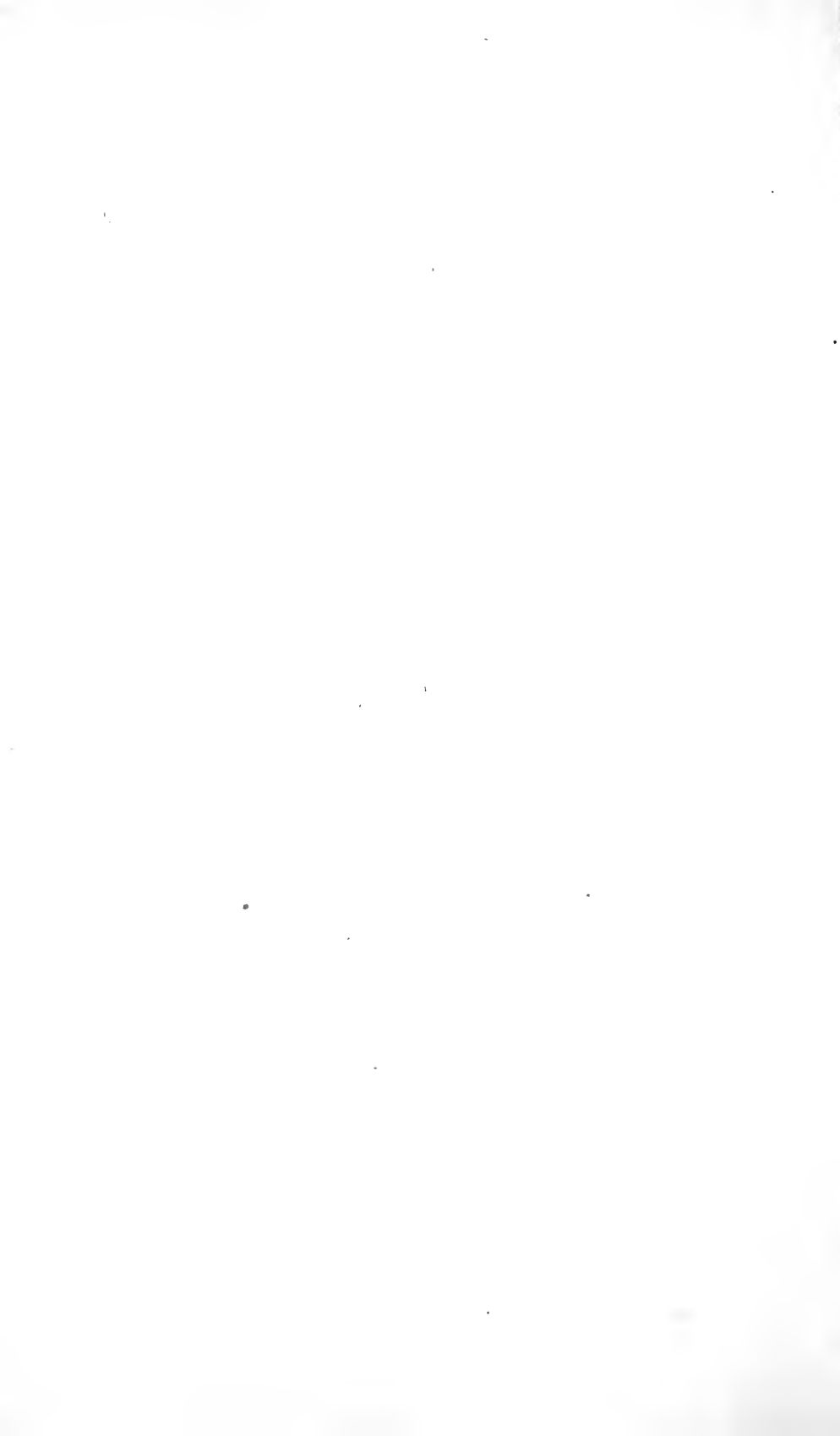
Dr. CHEEK. That act has already been a most valuable aid to the States and has been of invaluable aid to us in North Carolina in putting it on a sound and permanent basis.

Mr. RANDOLPH. I am glad to hear you say that.

Mr. DAY. I want to commend the witness for having made a very valuable contribution to our discussion.

Mr. KELLEY. We thank you very much for your statement Dr. Cheek, and we are glad to have had you here this morning. We will continue these hearings at 10 o'clock tomorrow morning.

(Thereupon, the committee adjourned to meet tomorrow, Wednesday, August 30, 1944 at 10 a. m.)



INVESTIGATION OF AID TO THE PHYSICALLY HANDICAPPED

WEDNESDAY, AUGUST 30, 1944

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
Washington, D. C.

The subcommittee met at 10 a. m., Hon. Augustine B. Kelley (chairman) presiding.

Mr. KELLEY. The committee will please be in order. Is Dr. Irwin present?

Dr. IRWIN. Yes.

STATEMENT OF DR. ROBERT B. IRWIN, EXECUTIVE DIRECTOR, AMERICAN FOUNDATION FOR THE BLIND, NEW YORK, N. Y.

Mr. KELLEY. Doctor, will you please give your full name and your connections to the committee, and then proceed with your statement?

Dr. IRWIN. My name is Robert B. Irwin. I am executive director of the American Foundation for the Blind. I have been connected with the American Foundation for the Blind since 1923.

The American Foundation for the Blind is an agency Nation-wide in its scope and activities and interest. It was organized by workers for the blind in 1921. It is a nonprofit organization, of course. Part of its board is elected by workers for the blind. It is supported, in part, by income from an endowment and in part by contributions from some 40,000 contributors.

The President of the United States is our honorary president.

The American Foundation for the Blind does research work in the field of work for the blind, carries on work in developing special appliances for the blind, such as the talking book, the Braille writer, and the like.

We study legislation of interest to the blind and aid in any way that we can in helping to get desirable legislation onto the statute books, serving in an advisory capacity with legislative committees. We aid public and private organizations in setting up their staffs and program or in revising it if they wish to.

I have a brief statement here regarding the foundation, which I would like to leave with your committee.

Mr. KELLEY. It will be made a matter of record.
(The statement referred to is as follows:)

The American Foundation for the Blind, organized by workers for the blind in 1921, is a national agency financed by contributions from upward of 40,000 members. The President of the United States is the honorary president.

It acts as a clearinghouse of information on all phases of work for the blind, and works to promote the welfare of blind people in every way possible. Among its activities are research into vocations, education, and legislation for the blind; the development of mechanical devices for the use of the blind, such as the talking book; consultation service to public and private agencies for the blind throughout the country; and the promotion of professional knowledge in work with the blind through the publication of professional literature, promotion of training courses for workers with the blind, and scholarship assistance to workers in training. It also advises with legislative committees and groups of interested persons on questions relating to legislation for the benefit of the blind.

Dr. IRWIN. I have received a summons to this hearing. I did not have a great deal of time to prepare for it, but I am hoping to submit supplementary material during the next few weeks.

Now, regarding the work for the blind of the United States, I have just recently prepared a brief pamphlet¹ published in July, which I would like to leave with you, which gives a brief summary of work for the blind in the United States.

Mr. KELLEY. We will be glad to have it.

Dr. IRWIN. In response to your request, we are preparing a brief digest of work for the blind in each of the States. That is a rather large-sized job, but I think, perhaps, we can get some material together which will be helpful to the committee in getting just a glimpse of what is being done in each State, into which framework you can fit your other information.

Now, one of the questions submitted to me by Mr. Barker related to whether the teachers for the blind in the United States are qualified. I take it that means teachers in the schools for the blind. We have some 50 or 60 schools, and they vary considerably. On the whole, in most of the country, they are reasonably well qualified, although in some parts of the country they do not have adequate financial support so that they can really hire the teachers that they should have.

As to vocational teachers, the same thing is true of the vocational teachers, they could profit by additional training.

The American Foundation for the Blind is cooperating with some of the universities in helping to provide supplementary training to these teachers, and Columbia University Teachers' College is also offering a course, and Perkins Institute for the Blind is offering a course in cooperation with Harvard University Graduate School of Education in providing training for teachers of the blind.

None of it is as adequate as we might hope, and it may be that your committee can work out some way by which the Federal Government might help in seeing to it that there are better training opportunities for teachers, and, perhaps, help in meeting the expense of some of the teachers to take some of these training courses, and also, perhaps, to help in seeing to it that they get some encouragement in the form of increased pay checks if they do take additional training.

The American Foundation for the Blind made a study 2 or 3 years ago of salaries and training of teachers for the blind in this country, and I would like to submit that to you.² It is much more comprehensive than anything I could go into today. I have marked some parts in it that are especially pertinent.

Mr. KELLEY. All right.

¹ The pamphlet *The Blind* submitted by Dr. Irwin is held in the committee files.

² The typewritten statement, "Are the teachers qualified?," together with the pamphlet, *Teachers of the Blind*, are held in the committee files.

Dr. IRWIN. The question was raised as to the cooperation of the public and private agencies for the blind and just how well they cover the field and what they are doing.

In some parts of the country there are very active private agencies, and especially in New York, Pennsylvania, and some other States there are some rather active private agencies which are rendering considerable service. In most parts of the country I would say that the cooperation is reasonably good between the State and private agencies.

There is not as clear a philosophy as there might be regarding what is the function of the State agency and what is the function of the private agency.

I am submitting here to you a brief statement of what we think should be the function of those agencies.³

Dr. IRWIN. Generally speaking, it is our feeling that the private agency should supplement what the State agency is doing. As the State takes on certain activities the private agency should get out of the way and devote itself more to experimental work and demonstration work. There are many things the State agency cannot do because it is not as flexible as the private agency, and these should be carried on by the private agency.

You asked about the standards of home teachers and other social workers for the blind. The workers for the blind themselves have been endeavoring to develop a standard of training and experience for home teachers, placement agents, and other workers for the blind.

The American Foundation for the Blind acts as a sort of permanent secretariat for the board of certification of home teachers set up by the American Association of Workers for the Blind. One of our staff, Miss McKay, acts as secretary of the board and handles the day-to-day work. We will be glad to submit the standards that have been drawn up by that committee.

I would like to devote myself principally this morning to a consideration of the Social Security Act. Title X of this act, as you know, was passed in 1935. It provides special relief for the needy blind. That was not a new idea in this country. In 1866 New York City established a sort of a pension, a cash benefit to needy blind people, and in Illinois, in 1903, there was created what was termed a pension for the blind.

Illinois law defined an eligible blind person as one having an income of less than a certain amount. Any blind person answering this description received a fixed annual grant. Several other States copied this plan. Some varied the amount, depending upon the degree of need.

In 1935 there were 29 States and the District of Columbia which had laws on the statute books providing such State pensions or relief for the blind.

While all these laws defined what constituted a needy blind person, public opinion never demanded much investigation as to income and resources. The principal concern was whether or not the applicant was blind.

I made a study one time, in 1919, of this whole situation, and the general impression that I gathered was that most of the elective

³ The statement headed "Cooperation of State and private agencies for the blind," submitted by Dr. Irwin, is held in the committee files.

officials administering the law felt that anybody who was blind ought to receive the pension, but they wanted to be mighty sure they were blind.

At this point may I submit the following statement:

A STATEMENT REGARDING SUGGESTED CHANGES IN THE SOCIAL SECURITY ACT

By Dr. Robert B. Irwin, Executive Director, American Foundation for the Blind

The Social Security Act, title X of which provides financial aid to the needy blind, passed Congress in 1935. This act lays down a certain pattern for State administration of relief to the blind. States which conform to this pattern receive a reimbursement from the Federal Government of 50 percent of their expenditures for relief paid, not exceeding \$40 a month in any individual case. Most of the States accepted this pattern. In some States, however, public feeling was so strong that Federal aid granted the blind is a mere subsistence allowance to the destitute, that these States have elected to continue with their own State pension plans which are of benefit to a larger proportion of blind people. This action was taken in spite of the fact that in so doing they had to forego receiving millions of dollars of Federal money.

For several years only minor amendments have been made in the law. The demand for general revision, however, has become so insistent that it is hoped your committee will seriously consider recommending certain much-needed changes in the act to meet the needs of the blind more realistically.

Under title X grants for the relief of the blind have been generally larger than under the old State relief laws. In spite of this fact, dissatisfaction among the blind is greater than formerly. This dissatisfaction grows in part out of a good old American resentment against a situation where some individual has the power to determine for the balance of the blind person's life how much he needs to live on, and where one of a force of thousands of social workers is continually on the watch for changes in his economic status so that his relief allowance may be revised. This has resulted not only in resentment but in deception and sometimes in refusal to work.

The present relief law has been so interpreted as to require an administration which holds out little incentive to blind persons to endeavor to become self-supporting. The present practice, so common throughout the country, of reducing the social-security allowance by \$1 for each dollar the blind person earns, tends to discourage most of them from trying to earn. This is especially true of the border-line cases where the workman has little confidence in his ability to produce, and therefore, unless he can see an immediate material benefit in dollars and cents, will not put forth the requisite effort.

Blind people also feel that the agencies administering relief do not adequately recognize their special needs. Under the widespread practice of administration of aid to the needy blind under the same policies as obtain for old-age assistance and aid to dependent children, welfare officials have seldom made due allowance for the special expenses growing out of the handicap of blindness.

Title X of the act should be amended as follows:

1. Those administering the relief should be expressly permitted to make an adequate allowance in the budget of a blind person for his special expenses growing out of blindness. (See attached statement regarding such expenses.)

2. In order to encourage a blind person to work and to gradually become self-supporting, the first few dollars per month, say \$20 a month, which a blind person earns, should be disregarded and 50 percent of the earnings above \$20 should also be disregarded.

3. In order to encourage the States to make adequate grants for the relief of the blind where \$40 is not sufficient, the limit of \$40 a month, of which the Federal Government pays half, should be removed.

4. Since the budgetary allowance for a blind person must always be meager, supplementary gifts from relatives and friends who are not under legal obligation to support the blind person should be encouraged. This could be accomplished by disregarding in the determination of need such gifts up to say \$20 a month.

5. A provision should be made for refunds to the States of half of the expenditures made for medical expenses, especially in connection with efforts to improve or restore sight.

6. Refunds to the States should be on a variable basis depending upon the relative per capita wealth of the States. This would tend to correct the present

situation where blind people in some of the disadvantaged States receive shockingly low relief grants.

The Social Security Act should be amended in other particulars in order to make the treatment of the blind as comprehensive as the treatment rendered the aged. Title X resembles in many particulars title I, which provides aid to the needy aged. In both programs grants are made on the basis of individual need. However, in the case of the aged the authors of the original act set up also a contributory insurance provision, known as the old-age and survivors insurance plan, by which wage earners who reach the age of 65 and give up work, become entitled to old-age-insurance benefits for themselves and their dependents, as a matter of right, regardless of their other resources. It was calculated that as more and more workers became entitled to these old-age-insurance benefits, the number of aged persons who would need assistance under title I (aid to the aged) would become less, until eventually the program of old-age assistance would no longer be needed. No corresponding plan for insurance against dependency due to blindness was provided. This omission should now be corrected. An insurance plan for the blind, however, should be adopted so as to meet the peculiar problems of blindness, not merely copied from the old-age and survivors insurance plan.

One of the points on which adaptation is needed has to do with the employment of persons who are entitled to insurance benefits. In the case of the aged, the act was formulated in such a way as to discourage persons past 65 from engaging in paid employment by reducing the benefits in proportion to the amount earned by the beneficiary. In the case of the blind, however, many of whom are young and employable, it is desirable to encourage them to work. There is much to be said for paying this insurance as a matter of right without any deductions from the allowance of those who endeavor through work to improve their condition and to uphold their share of responsibility as productive members of society. However, as a concession to those who feel that an allowance of this kind should be adjusted to need, it will perhaps be necessary to reduce the benefits as the earnings of a blind person increases. This reduction, however, should not be equal to the amount of earnings. Otherwise there is no cash incentive to work. The reduction should not begin immediately, but after a blind workman has received a given amount of wages, say \$40 a month. After that the deduction should be only a portion of the amount earned, perhaps 50 cents of each dollar of wages over \$40. This is the more important because newly blinded persons often have little confidence in their ability to produce. The total reduction in earnings should never be equal to the total amount of benefits as a balance should be left in the benefit allowance to place a blind person on something like parity with his seeing associates by giving him funds in addition to his earnings which he may use in meeting the special costs of being blind.

How much this should be is difficult to determine. A blind person's expenditures for this purpose depend largely upon what he can afford to spare from his income without depriving himself of other vital necessities. (See attached statement regarding expenses.) In drafting an amendment to the income-tax law allowing for this situation, Members of Congress agreed that \$500 a year for the special expenses of blindness is a fair average amount.

Insurance against dependency due to blindness should be extended to all employees in covered occupations. Since the number of blind people is diminishing due to the operation of better prevention of blindness activities, there is no need for building up a reserve fund, as is the case with the aged. Medical authorities agree that from 60 to 75 percent of the people who are now blind would never have lost their sight had proper medical attention been provided at the right time. Society surely will not permit such unnecessary blindness to continue to occur. The next generation should see comparatively few blind people.

If the list of covered occupations is increased to include the entire employed population, this insurance plan will take care of the people who become blind in the future. What disposition can be made for those who are already blind and for whom the Government has not made adequate provision? It is not their fault that society has neither prevented their blindness nor given them an insurance against dependency due to blindness. I would suggest that all persons who are blind as of a given date be treated, when they become 21 years of age, as if they had already been fully covered by insurance. The cost of this might be met by a special appropriation into the old-age and survivors insurance fund from the general funds of the Federal Government.

As the years go by, the group of blind people for whom this special provision should be made will gradually disappear by death. The generous and understanding attitude of the American public as expressed by their lawmakers of late indicates that a thoroughly rational and comprehensive plan for simplifying the problems of the blind people of this country would meet with a sympathetic reception. It would make it unnecessary for friends of the blind to continue appealing for further special legislation in their behalf.

There is one source of revenue which some feel should have long since been diverted to the welfare of the blind. I have reference to the Federal automotive tax. The automobile has made it practically impossible for most blind people to get about alone. On the other hand, it has accentuated the seeing man's freedom of action. I would propose that an amount equal to this tax be diverted to meet this insurance against blindness. There would be a poetic justice also in diverting to this purpose an amount equal to the excise tax on electric light bulbs. The Federal automotive tax and the tax on bulbs combined would in normal times meet the cost of providing an annuity of \$40 a month to all the men and women of this country who are now blind.

SPECIAL EXPENSES OF THE BLIND

Blind people have certain expenses which seeing people do not have to incur.

For instance, owing to automobile traffic, few blind people find it possible to get about without a guide. This naturally entails expenses which seeing people do not need to meet. Blind people who do travel alone often find themselves in a situation where they must have special help. This very frequently involves the giving of tips which a seeing person in similar circumstances would be spared.

A blind man must of necessity frequently use a taxi, which a seeing person with a modest income would regard as a luxury.

Many blind people must employ at least part-time clerical service, even though they are not in business, so that they may do the reading and writing which seeing persons in similar situations would do for themselves.

If a blind person owns his own little home, there are many minor repairs which a seeing man makes for himself which most blind people must hire done.

If he has a lawn to mow, he must hire this work done. His furnace must be an oil burner, because a coal furnace is extremely difficult for a blind person to operate, but oil costs more than coal. Most blind housekeepers find it necessary to have an electric range rather than the less expensive coal or gas stove.

The blind man is restricted in the selection of his place of residence. It must be one from which he can travel to his work without incurring too much danger. This means he must have a good sidewalk or well-beaten path to follow and this often involves the payment of higher rent than a seeing man working on the same job would have to pay.

If his wife is blind, she will probably have to buy most of her groceries and some other commodities over the telephone as she cannot get out to do much shopping. This presupposes the cost of a telephone which a seeing family might forego, and also usually results in paying higher prices for commodities because they must be purchased from the more expensive stores which will deliver, instead of at the public market or cash-and-carry stores.

In order to keep his clothes neat, a blind person must pay for a great deal of cleaning which a seeing person would in similar circumstances do for himself.

Most people in limited circumstances do their own housecleaning, but a blind woman finds it necessary to hire a certain amount of housecleaning done in order to keep her home looking presentable.

If a blind man takes out life insurance for the protection of his family, he must pay an excess premium because of his blindness.

These are only a few illustrations of the daily demands made on a blind man's purse for which a seeing person would not be liable.

Just how much the expenses of a blind person total depends entirely on his income. Most blind people are in the very low income group, and often they must decide between hiring help and buying sufficient food or clothing.

AMENDMENT TO TITLE X OF THE SOCIAL SECURITY ACT PROVIDING AID TO THE NEEDY BLIND

SECTION 1. Effective July 1, 1945, title X of the Social Security Act, as amended, is amended to read as follows:

"TITLE X—GRANTS TO STATES FOR AID TO THE BLIND

"APPROPRIATION

"SEC. 1001. For the purpose of enabling each State to furnish financial assistance, as far as practicable under the conditions in such State, to needy individuals who are blind, there is hereby authorized to be appropriated for the fiscal year ending June 30, 1946, and for each fiscal year thereafter a sum sufficient to carry out the purposes of this title. The sums made available under this section shall be used for making payments to States which have submitted, and had approved by the Social Security Board, State plans for aid to the blind.

"STATE PLANS FOR AID TO THE BLIND

"SEC. 1002. (a) A State plan for aid to the blind must (1) provide that it shall be in effect in all political subdivisions of the State, and, if administered by them, be mandatory upon them; (2) provide for financial participation by the State; (3) either provide for the establishment or designation of a single State agency to administer the plan, or provide for the establishment or designation of a single State agency to supervise the administration of the plan; (4) provide for granting to any individual whose claim for aid is denied an opportunity for a fair hearing before such State agency; (5) provide such methods of administration (including methods relating to the establishment and maintenance of personnel standards on a merit basis, except that the Board shall exercise no authority with respect to the selection, tenure of office, and compensation of any individual employed in accordance with such methods) as are found to be necessary for the proper and efficient operation of the plan; (6) provide that the State agency will make such reports, in such form and containing such information, as the Board may from time to time require, and comply with such provisions as the Board may from time to time find necessary to assure the correctness and verification of such reports; and (7) provide that no aid will be furnished any individual under the plan with respect to any period with respect to which he is receiving old-age assistance under the State plan approved under Section 2 of this Act; (8) provide that the State agency shall, in determining need, take into consideration any other income and resources of an individual claiming aid to the blind, except that, for the purpose of encouraging blind individuals to become wholly or partially self-supporting, \$20 per month of such blind individual's earnings plus 50 per centum of such earnings may be excluded from consideration as income; (9) provide that the State agency shall, in determining need, exclude from consideration as income or resources any maintenance, support, or gift, in cash or in kind, up to the amount of \$20 per month, which the blind individual may receive from any person who under the State's law is not legally responsible for the support of such blind individual; (10) provide that the State agency shall, in determining need, make due allowance for the special needs of the blind and the special costs and expenses consequent upon the handicap of blindness; and (11) provide safeguards which restrict the use or disclosure of information concerning applicants and recipients to purposes directly connected with the administration of aid to the blind.

"(b) The Board shall approve any plan which fulfills the conditions specified in subsection (a), except that it shall not approve any plan which imposes, as a condition of eligibility for aid to the blind under the plan—any citizenship or residence requirement.

"PAYMENT TO STATES

"SEC. 1003. (a) From the sums appropriated therefor, the Secretary of the Treasury shall pay to each State which has an approved plan for aid to the blind, for each quarter, beginning with the quarter commencing July 1, 1945, (1) an amount, equal to such proportion of the total of the sums expended during such quarter for aid to the blind under the State plan, as determined in accordance with Section 1006 with respect to each needy individual who is blind and is not an inmate of a public institution, and (2) an amount equal to such proportion

of the total of the sums expended during such quarter as determined in accordance with Section 1006, as found necessary by the Board for the proper and efficient administration of the State plan, which amount shall be used for paying the costs of administering the State plan or for aid to the blind, or both, and for no other purpose.

“(b) The method of computing and paying such amounts shall be as follows:

“(1) The Board shall, prior to the beginning of each quarter, estimate the amount to be paid to the State for such quarter under the provisions of subsection (a), such estimate to be based on (A) a report filed by the State containing its estimate of the total sum to be expended in such quarter in accordance with the provisions of such subsection, and stating the amount appropriated or made available by the State and its political subdivisions for such expenditures in such quarter, and if the sum of such amount and the estimated Federal grant to be paid the State under subsection (a) is less than the total sum of such estimated expenditures, the source or sources from which the difference is expected to be derived, and (B) such other data as to such estimated expenditures and such other investigation as the Board may find necessary.

“(2) The Board shall then certify to the Secretary of the Treasury the amount so estimated by the Board, (A) reduced or increased, as the case may be, by any sum by which it finds that its estimate for any prior quarter was greater or less than the amount which should have been paid to the State under subsection (a) for such quarter, and (B) reduced by a sum equivalent to the pro rata share to which the United States is equitably entitled, as determined by the Board, of the net amount recovered during a prior quarter by the State or any political subdivision thereof with respect to aid to the blind furnished under the State plan, except that such increases or reductions shall not be made to the extent that such sums have been applied to make the amount certified for any prior quarter greater or less than the amount estimated by the Board for such prior quarter: *Provided*, That any part of the amount recovered from the estate of a deceased recipient which is not in excess of the amount recovered from the estate of a deceased recipient which is not in excess of the amount expended by the State or any political subdivision thereof for the funeral expenses of the deceased shall not be considered as a basis for reduction under clause (b) of this paragraph.

“(3) The Secretary of the Treasury shall thereupon, through the Division of Disbursement of the Treasury Department, and prior to audit or settlement by the General Accounting Office, pay to the State, at the time or times fixed by the Board, the amount so certified.

“OPERATION OF STATE PLANS

“SEC. 1004. In the case of any State plan for aid to the blind which has been approved by the Board, if the Board, after reasonable notice and opportunity for hearing to the State agency administering or supervising the administration of such plan, finds—

“(1) that the plan has been so changed as to impose any residence or citizenship requirement prohibited by section 1002 (b), or that in the administration of the plan any such prohibited requirement is imposed, with the knowledge of such State agency, in a substantial number of cases; or

“(2) that in the administration of the plan there is a failure to comply substantially with any provision required by section 1002 (a) to be included in the plan:

the Board shall notify such State agency that further payments will not be made to the State until the Board is satisfied that such prohibited requirement is no longer so imposed, and that there is no longer any such failure to comply. Until it is so satisfied it shall make no further certification to the Secretary of the Treasury with respect to such State.

“DEFINITIONS

“SEC. 1005. As used in this title—

“(a) The term ‘aid to the Blind’ means—

“(1) Money payments to blind individuals who are needy.

“(2) Where so provided in the State plan, medical services for blind individuals who are needy.

AMOUNT OF PAYMENTS TO STATES

"SEC. 1006. (a) The proportion of total expenditures under each State plan with respect to which payments are provided under section 1003 shall be not less than 50 per centum and not more than 75 per centum. The proportion for each State whose per capita income is greater than or equal to the per capita income of the continental United States and for the District of Columbia, Alaska, and Hawaii shall be 50 per centum. The proportion for each State whose per capita income is less than the per capita income of the continental United States shall be such that the amount of the payment to such State for a quarter bears the same ratio to that part of total expenditures not covered by the Federal payment as the per capita income of continental United States bears to the per capita income of such State, except that such proportion shall not exceed 75 per centum and shall be rounded to the nearest whole per centum: *Provided*, That the proportion for Puerto Rico shall be 75 per centum.

"(b) The percentages representing the proportion of total expenditures under this program for which Federal payments will be available shall be promulgated by the Social Security Board between July 1 and December 31 of each even-numbered year, on the basis of the average of the per capita incomes of the States and of the continental United States for the three most recent consecutive years for which satisfactory data are available from the Department of Commerce. Such promulgation shall for purposes of this section be conclusive for each of the eight quarters in the period beginning July 1 next succeeding such promulgation: *Provided further*, That the Board shall promulgate such percentages as soon as possible after the enactment of this Act, which promulgation shall be conclusive for the purposes of this section for each of the eight quarters in the period beginning July 1, 1945, and ending June 30, 1947."

PROPOSED AMENDMENT TO TITLE II OF THE SOCIAL SECURITY ACT INSURANCE BENEFITS

SECTION 1. Effective July 1, 1945, section 202 (a) of the Social Security Act, as amended, is amended to read as follows:

"SEC. 202. (a) Every individual who (1) is a fully insured individual (as defined in section 209 (g) (2)) has attained the age of sixty-five and (3) has filed application for primary insurance benefits shall be entitled to receive a primary insurance benefit (as defined in section 209 (e)) for each month, beginning with the month in which such individual becomes so entitled to such insurance benefits and ending with the month preceding the month in which he dies: *Provided*, That any person who (1) becomes blind as hereinafter defined and whose blindness has continued for a period of not less than six consecutive calendar months, and (2) is a fully and currently insured individual, and (3) has filed application for primary insurance benefits shall be entitled to receive a primary insurance benefit for each month, beginning with the first month in which such individual becomes so entitled to such insurance benefits and ending with the month immediately preceding the first month in which he ceases to be blind as hereinafter defined, or dies: *And provided further*, That to the amount of such primary insurance benefit shall be added the amount of \$20 per month in consideration of the special costs and expenses consequent upon the handicap of blindness.

"(b) For the purposes of this title, an individual over twenty-one years of age who is blind as hereinafter defined shall be deemed to have been paid wages which will entitle him to a primary benefit of at least \$40 a month and shall be deemed to be fully and currently insured.

"(c) There are hereby authorized to be appropriated from time to time to the Trust Fund, out of any money in the Treasury not otherwise appropriated, such amounts as may be necessary to meet additional costs of payments under this title and of administration, arising by reason of the provisions of subsection (b) of this section.

"(d) As used in this title, the term "blind person" shall mean any person who has no more than 20/200 central visual acuity in the better eye with correcting lenses; or who has central visual acuity greater than 20/200 but with a limitation in the fields of vision such that the widest diameter of the visual field subtends an angle no greater than twenty degrees. Such blindness shall be certified by a physician skilled in the treatment of diseases of the human eye."

SEC. 2. (a) Effective July 1, 1945, subsections (a) and (b) of section 203 of the Social Security Act, as amended, are amended to read as follows:

"SEC. 203. (a) Whenever the total of benefits under section 202, payable for a month with respect to an individual's wages, is more than \$20 and exceeds (1) \$85,

or (2) an amount equal to twice a primary insurance benefit of such individual, or (3) an amount equal to 80 per centum of his average monthly wage (as defined in section 209 (f), whichever of such three amounts is least, such total of benefits shall, prior to any deductions under subsection (d), (e), or (h), be reduced to such least amount or to \$20, whichever is greater: *Provided*, That in the case of a blind individual, \$20 shall be added to such reduced total in consideration of the special costs and expenses of blindness.

"(b) Whenever the benefit or total of benefits under section 202, payable for a month with respect to an individual's wages, is less than \$20, such benefit or total of benefits shall, prior to any deductions under subsections (d), (e), or (h), be increased to \$20: *Provided*, That in the case of a blind individual, such benefits shall be increased to \$40, in consideration of the special costs and expenses of blindness."

(b) Effective July 1, 1945, subsection (d) of section 203 of the Social Security Act, as amended, is amended to read as follows:

"(d) Deductions, in such amounts and at such time or times as the Board shall determine, shall be made from any payment or payments under this title to which an individual is entitled, until the total of such deduction equals such individual's benefit or benefits for any month in which such individual:

"(1) rendered services for wages of not less than \$20; or, in the case of an individual who is blind, wages of not less than \$40;

"(2) if a child under eighteen and over sixteen years of age, failed to attend school regularly and the Board finds that attendance was feasible; or

"(3) if a widow entitled to a widow's current insurance benefit, did not have in her care a child of her deceased husband entitled to receive a child's insurance benefit.

Provided, That in the case of an individual who is blind, as defined in section 202 (d), such deduction shall not exceed 50 per centum of such blind person's earnings in excess of \$40 per month, and further provided that the total amount of such individual's benefit or benefits after reductions shall be not less than \$20 per month."

So much for the Social Security Act. I was asked by your counsel to say something about post-war plans. There are several people working on that and I would rather submit that a little later to your committee. I would like to suggest a few things now.

There has been some talk about setting up special training centers for the blind throughout the country where blind people would be sent for general rehabilitation training. The tendency in work for the blind has been away from institutional training for adults. Before any new regional institutions are established I would suggest that we make more use of summer schools for blind adults.

Several of the States now and for a number of years past, instead of allowing their school buildings for blind children to stay vacant during the summertime, have opened summer school classes for the adult blind of the State in those buildings, where special instruction in Braille, typewriting, handicrafts, and so forth, has been given. I would suggest that this program be encouraged and further developed. I am not at all sure that the Smith-Hughes Act might not be amended in some way to help the States in setting up adequate summer school courses.

I would suggest some regional training centers, however, for perhaps piano tuning and some of those courses where intensive training by exceptionally good instructors is advisable. I think that perhaps an arrangement might be made with four or five State schools for the blind children in this country which have good tuning departments, whereby they could be helped financially to elaborate their courses and bring adult students in from neighboring States. Only a small percentage of blind people should be encouraged to enter the field of piano tuning. If the State of Washington has three or four stu-

dents, and Oregon has two or three, and Idaho two or three, and Montana two or three, it would be much better for a dozen of those States to go in together and hire a good teacher to give them perhaps their final year of training.

I think some agency of the Federal Government should interest itself more in the prevention of blindness than has been the case. Some of these causes of blindness which result in a great deal of damage to people who can see today, could be reduced. Glaucoma, for instance, has been responsible in some States for 15 percent of the blindness. Glaucoma, if caught in time, can easily be checked. The difficulty is that most people do not know that they have Glaucoma and the average physician, the family physician, does not recognize it in its early stages.

There should be in the post-war period more provision made for the training of personnel for work with the blind. There is provision now for the training of placement agents, equal facilities should be provided for the training of home teachers and other teachers of the blind. That should be encouraged and developed.

Another matter which I think should have your serious consideration is to see to it that more adequate provision is made for the colored blind of this country. In some parts of the United States they get only what is left over after the white blind have been taken care of and, sometimes that is not very much. This is a matter deserving very serious consideration. Steps should be taken to see that the colored blind get equal training, equal opportunity, and equal care with white people in the same parts of the country.

Mr. KELLEY. Yes. You mentioned something about the Negro. Is it true that the proportion of blindness among the Negroes is greater than among the white population?

Dr. IRWIN. I do not know that anybody knows, but that seems to be true.

Mr. KELLEY. It was stated yesterday several times that the total blind population of the Nation was about 250,000. Does that square with your opinion or knowledge of the subject?

Dr. IRWIN. I am not a statistician, but we know very little about how many blind people there are all over the country. They know pretty well how many blind people there are in certain representative areas, and then they project those figures to cover the entire country. I usually say that there are upwards of 200,000, to be on the safe side. No one really knows how many there are, but there is pretty good reason to believe that there are around 200,000 blind people.

Mr. KELLEY. Do you know of any method that could be used to determine the total population of the blind in the country?

Dr. IRWIN. No. The United States Census Bureau did not make a very good job of it because a lot of people, if they could read newspaper headlines, did not consider themselves blind, and a lot of families were ashamed to admit that there was some member who was blind, and there were a great many homes in which the enumerators forgot to inquire as to whether or not there was a blind member. Of course, statisticians are horrified when I say this, but I do not know that it makes very much difference in our planning whether there are 150,000 or 250,000. Lord knows, 150,000 is a lot of them and that something ought to be done for them. Probably the same provisions

should be set up and the same facilities set up for 150,000 as for 250,000. That would be my reaction as a practical man.

Mr. KELLEY. It is true, however, that the facilities for rehabilitating the blind, or even for the prevention of blindness, are totally inadequate?

Dr. IRWIN. Totally inadequate, and especially in the States where there seem to be more blind people. Probably that is the reason why there are so many blind in these areas.

Mr. KELLEY. Mr. Day, do you have any questions to ask Dr. Irwin?

Mr. DAY. I would like to ask him this: You share the enthusiasm expressed here yesterday as to the possibilities of vocational training for the blind, do you not?

Dr. IRWIN. Yes; but I do not agree with the large numbers given by some of the witnesses.

Mr. DAY. Irrespective of that, I gather from your testimony that you feel the primary obligation to the blind must remain as fundamental, regardless of what he might earn for himself in industry?

Dr. IRWIN. Yes. Most blind people are going to be handicapped. You might be able to get him a job where he can earn as much as a seeing friend, but it costs him a lot more to live. He needs library service. He cannot use the library service that his seeing friend uses. The Government is taking good care of that, and it is establishing a good service all over the country. That should be continued.

Mr. DAY. I also liked your pronouncement that it is not charity to the blind to give them money; it is a fundamental obligation arising from perhaps a more or less unpreventable condition; is that not right?

Dr. IRWIN. Yes. I would like to get away from this sense of dependency and the feeling that a Gestapo agent is following you all the time and seeing if you are earning a few dollars. Give him a handicap allowance and do not try to analyze every month what he is earning.

Mr. DAY. Thank you.

Mr. BARKER. I would like to direct your attention to blind children, say up to the age of 16. Will you give us your approximation of how many such blind there are in the United States?

Dr. IRWIN. In our schools for the blind—and I have not refreshed my memory on this—it is between 6,000 and 7,000. In most of the States now—I say most of them but there are some exceptions—they are being pretty well housed. In some of the States the teachers are being pretty well paid, but in a lot of places they are not. The teachers need more training facilities and encouragement to take additional training.

Mr. BARKER. You said that there were about six or seven thousand now in schools. I presume that figure is not the same as the number that are actually in the country.

Dr. IRWIN. It has been variously estimated that 12,000 or 14,000 children are blind, in this country. That is one of the guesses of the statisticians, however, because they do not know where they are. They cannot count them, but they have reason to believe that under given circumstances there are about as many blind children in one place as there are in another where the conditions are about the same. Some of these children are under school age. There are a good many blind children who are not only blind but have other things the matter with them. What made them blind perhaps made them feeble-minded, and they cannot go to the schools for the blind. They might be disabled with deafness and other things and unable to take ad-

vantage of the facilities. I think more adequate provision should be made for them, especially the deaf-blind people, but a pretty good start has been made for that in some of the schools—the New York Institute, Perkins Institute, and so on.

Mr. BARKER. What I would like to know is, what is the average amount of formal education that is available in this country to a blind child?

Dr. IRWIN. Most of the schools offer up through high school. A few of them do not carry them clear through high school. Sometimes if they do not, they make arrangements with the local public schools to carry them through, which is not a bad plan.

Mr. BARKER. How many schools do you think we need in the United States to take care of the blind children?

Dr. IRWIN. Well, I would say now that there are around about 60. I think that there are plenty of schools.

Mr. BARKER. You say that there are 60 schools in the United States for the education of the blind.

Dr. IRWIN. Yes; blind children.

Mr. BARKER. And you feel that 60 schools are sufficient to educate the blind children?

Dr. IRWIN. Yes; they are adequate for the blind children.

Mr. BARKER. That would be a little more than one per State on the average.

Dr. IRWIN. Yes. Some States have two. Some States make arrangements with their neighboring State for training. The number of blind children is diminishing. Some of our schools were built for a considerably larger number of children than they now have attending them. I do not think there is any need for increasing the schools' physical facilities.

Mr. BARKER. How many teachers do we have in the United States?

Dr. IRWIN. About 850 full-time and 120 part-time; 970 altogether.

Mr. BARKER. That is close to a thousand teachers.

Dr. IRWIN. Yes.

Mr. BARKER. Do you think that figure is adequate?

Dr. IRWIN. I think they have too many in some departments. There are too many music teachers and not enough of other types.

Mr. BARKER. With 60 schools in the country and 1,000 teachers, how many States in the country would you say have 1 school—at least 1 school?

Dr. IRWIN. New England has only two schools. The blind are sent either to Perkins Institution for the Blind in Boston or the Connecticut School. There are 39 or 40 States that have at least one school. Wyoming has no school. They send them to Colorado. Nevada has no school. They send them to a nearby State. Delaware has no school. They send the blind to Maryland or to Overbrook at Philadelphia. New Jersey has no school. They send their blind children to the New York Institute for the Education of the Blind, or to the Pennsylvania Institution for the Instruction of the Blind.

Mr. BARKER. You may not be prepared to give us this information now, but I wonder if you can supply it later, giving us a breakdown by States as to the number of blind children in the States.

Dr. IRWIN. You mean in the schools?

Mr. BARKER. No; in the States.

Dr. IRWIN. The trouble is nobody knows. Perhaps the best study was made by Dr. Berthold Lowenfeld. I will submit to you a paper he wrote on this subject.

Mr. BARKER. If nobody knows, are we not guessing when we say that the facilities are adequate?

Dr. IRWIN. So far as we know there are an adequate number of school buildings, and until more adequate case-finding facilities turn up more children, there is no justification for erecting additional buildings.

Mr. BARKER. Will you tell us what the average salary for teachers in the schools for the blind is?

Dr. IRWIN. This little pamphlet, I think, tells that. Miss McKay will tell you about that.

Mr. BARKER. Let me ask you one or two other questions, Doctor. You mentioned the fact, as I recall, that the Social Security Act should provide for insurance against dependency caused by blindness. Would it be your suggestion that that law should have a similar provision to protect dependency caused by deafness?

Dr. IRWIN. I think there should be insurance against dependency due to major disabilities, such as deafness or loss of both legs, or the loss of one leg and an arm, or something like that. I would say that blindness is probably the most serious handicap, with the possible exception of people so severely disabled that they require a constant attendant. There should be a provision for such cases. Even if you limited such provision to the most severely handicapped, the blind would be included. I thoroughly believe in special assistance for the handicapped, but I have mentioned particularly the blind because they happen to be my clients.

Mr. BARKER. I have been thinking about a large Federal program, and I think you would agree we should have some provision to take care of all physical handicaps.

Dr. IRWIN. Yes. There are two reasons why I have not mentioned the others; first, because the Federal Government has picked out the blind for special consideration; and, secondly, I am not as familiar with the needs of the others.

I have always had the feeling that when you can analyze and define your disabilities there should be insurance to protect them also.

Mr. KELLEY. Dr. Irwin, we appreciate very much the contribution you have made to our study. You have given us a fine statement and the committee is thankful to you.

Dr. IRWIN. Thank you, Mr. Chairman. I will submit the material you asked for.

Mr. KELLEY. The next witness is Miss McKay. Will you give us your full name and the position you occupy?

STATEMENT OF MISS EVELYN C. McKAY, SOCIAL RESEARCH SECRETARY, AMERICAN FOUNDATION FOR THE BLIND, MEMBER OF EXECUTIVE COMMITTEE, NATIONAL COUNCIL ON REHABILITATION, AND MEMBER OF COMMITTEE ON STATISTICS FOR THE BLIND

Miss McKAY. Mr. Chairman, my name is Evelyn C. McKay. My title is social research secretary for the American Foundation for the Blind. I have been on the foundation staff for 18 years.

I also am a member of the executive committee of the National Council on Rehabilitation, and it is in connection with my membership on the National Council on Rehabilitation that I am here this morning.

The National Council on Rehabilitation is a federation of some 40 agencies, most of them being national agencies dealing with various groups of handicapped people.

The council is interested in all phases of rehabilitation for all of these groups, including medical, social, and vocational rehabilitation. It was organized in 1942 and has a paid secretary for correspondence, but it has no paid professional staff as yet. I am sure that other members of the executive committee will be called before you as specialists in their various fields. I have been asked to represent the council on this question of the blind because I happen to be the member most familiar with work for the blind.

I also have another capacity. I happen also to be secretary of the Committee on Statistics for the Blind.

In regard to rehabilitation of the blind, the National Council on Rehabilitation concurs with the recommendations made by Dr. Irwin of the American Foundation for the Blind.

The Committee on Statistics of the Blind is jointly sponsored by the American Foundation for the Blind and the National Society for the Prevention of Blindness. Its membership of nine includes representatives of the two sponsoring agencies, a leading ophthalmologist, statisticians, workers for the blind, and a representative of the public-health field. Its chairman is Dr. Ralph G. Hurlin, director of statistics for the Russell Sage Foundation. The committee has no paid staff and no funds; its work is carried on by the various members, and financed by the two sponsoring agencies.

The committee was appointed in 1930 to study the problem of securing more satisfactory statistics of blindness and to consider whether this might be done through the continuation of the census of the blind in connection with the regular census of population.

As has been stated by several of the previous witnesses, there are no accurate statistics as to the extent and characteristics of the blind population. The United States Bureau of the Census formerly included a special question on the blind in its decennial census of population but the Census authorities themselves recognized that the figures thus obtained were not even approximately complete and were not evenly representative for the different States. This was due not to any laxity on the part of the Census Bureau but to the difficulty of locating blind people in the course of a general population census, and, in the absence of facilities for eye examinations, the difficulty of determining which individuals were blind. The Committee on Statistics of the Blind reached the conclusion that the solution of the problem lay, not in figures collected at the time of the decennial population census, but in either special censuses adequately planned and controlled—which would be so expensive as to be usually impracticable—or in a permanent registration of blind persons which might be less costly and would also afford figures as to the annual increment of blindness. Incidentally, the permanent registration method has been used in England for the past 20 years. Because of the extended area of the United States it seems desirable that such registration if undertaken should be set up on a State basis, similar

to the plan used in collecting vital statistics—and maintained by the State agencies for the blind with due procedures to insure its being reasonably complete and up to date.

In order to make these State registration figures useful on a national basis, however, it would be necessary to establish a degree of uniformity in definitions, classifications, and so forth. The committee on statistics therefore has directed its efforts chiefly toward developing such uniform classifications and report forms.

For instance, it was found that no two States classified causes of blindness in the same way, so the committee worked out a standard classification of causes of blindness. This has been approved by the American Medical Association and the American Ophthalmological Society, and has been adopted by the Social Security Board for use in their studies. It was also found that the information about eye conditions supplied by the examining physician was not recorded with sufficient uniformity or completeness to make classification possible. Therefore, the committee developed a standard report form for eye examinations. This was revised after use and was later adopted with slight modifications by the Social Security Board and recommended for use by the States in connection with the administration of aid to the needy blind.

The committee has also made annual compilations of data on causes of blindness among children in schools and day-school classes for the blind and I shall be glad to submit copies of these if you wish them. I believe you will find in them the answers to some of the questions which have been raised in this hearing.

May I say that our chairman, Dr. Hurlin, director of statistics of the Russell Sage Foundation, has made some estimates on the extent of the blind population. He used the figures for general population from the 1940 census and with his knowledge of the factors affecting the incidence of blindness he made some estimates in which he arrived at the figure of 230,000 blind persons for the United States as a whole. Dr. Hurlin is on vacation, but, with your permission, I should like to present these statements for the record when Dr. Hurlin returns next week.

I thank you, Mr. Chairman, for this opportunity.

Mr. KELLEY. Will you furnish us with the uniform classifications you have worked out?

Miss McKAY. Yes; I will be very glad to do that.

Mr. KELLEY. I think that is all this morning, Miss McKay. We thank you very much for your statement, because the contribution you have made to this study is very important to us.

Miss McKAY. Thank you, Mr. Chairman. I am sure our committee will be glad to cooperate with your committee.

With regard to your other question in reference to teacher salaries, that information is in this pamphlet, and as I remember it, we have stated, as a result of our study, that our conclusion was that teachers of the blind are as well prepared as teachers of the seeing, but not so well paid.

Mr. KELLEY. Thank you very much for your statement.

Mr. KELLEY. The next witness this morning is Dr. Frampton.

Doctor, will you give us your full name and state the position you occupy.

STATEMENT OF DR. MERLE E. FRAMPTON, PRINCIPAL, NEW YORK INSTITUTE FOR THE EDUCATION OF THE BLIND, NEW YORK CITY; CHAIRMAN, LEGISLATIVE COMMITTEE OF THE AMERICAN ASSOCIATION OF INSTRUCTORS OF THE BLIND; FORMERLY HEAD OF THE DEPARTMENT OF EDUCATION OF THE HANDICAPPED; AND PROFESSOR OF EDUCATION, COLUMBIA UNIVERSITY, NEW YORK CITY

Dr. FRAMPTON. Mr. Chairman, my name is Merle E. Frampton. I am principal of the New York Institute for the Education of the Blind, in New York City; I am also chairman of the legislative committee of the American Association of Instructors of the Blind; was formerly head of the Department of Education of the Handicapped; and professor of education at Columbia University, New York City.

Mr. Chairman and gentlemen, the Congress is to be complimented on the appointment at this time of such an important investigating committee which has so well begun an objective and constructive analysis of the whole field of services to the handicapped. Other witnesses have covered many subjects which might have been expanded in my remarks. I will, in the interest of economy of this committee's time, outline the broad categories of problems and services in the blind area, and attempt to the best of my ability to answer the question put to me by the counsel of the committee. Exhibits of professional literature have already been submitted to the committee for their study.

Broadly speaking, the major problems of the area of the handicapped and the part of that area with which we are concerned today—the blind—are as follows:

I. CENSUS

There is need for a more complete, accurate, and continuing census of our area. Other nations have much more complete and usable figures than are now available to us. There is no reason why such factual data cannot be secured. We are spending sufficient funds—Federal, State, and private—to give us the basic data upon which to build programs.

II. DEFINITION

We have established a reasonably good definition of blindness, but consistent adherence by all services for the blind throughout the United States has not always been the result of the adoption of such a satisfactory definition. There is constant need for checking medical, educational, and social services to see that such a workable definition is properly applied and used. The proper expenditure of funds and the adequacy of a service program depend upon the careful and consistent application of a comprehensive and scientific definition of blindness. This is a new field, with new terminology and new techniques.

III. CLASSIFICATION

Careful classification of clients as to their degree of blindness and types of service necessary is an imperative need; for example, the difference between a man with no sight and one with light perception

up to 20/200 with correction is a difference as wide as the ocean. Usable vision changes a man's educational, social, vocational, and economic situation immensely. In the world of the blind the individual with useful vision is "king."

IV. COORDINATION, OVERLAPPING, AND COMPETITION

One of the urgent needs in this field is prompt and effective coordination of our efforts on a Federal level for services to the blind and all the handicapped. I need not point out to this committee the problem of the multiplicity of agencies serving this area on a Federal level. We have the Veterans Administration, Federal Security Agency—several bureaus within this agency, Surgeon General's offices of the Army and Navy, the various State agencies and a bevy of private, local, State, and Nation-wide agencies attempting to provide service facilities for the blind. I counted a few years ago over 400 such agencies in this blind area serving not more than 230,000 people. There is an urgent need for the coordination of our Federal services and the establishment of some sort of national standardizing body like a credit bureau to certify the integrity of new projects and to keep the public informed as to the bona fide agencies in this field. The public is the most uninformed group concerning the blind. This lack of information works a double hardship (1) for our blind friends who must break down a traditional reluctance to accept them and to sentimentalize their handicap, and (2) John Q. Public who may become the victim of unscrupulous individuals or well-meaning persons who may be sincerely wrong. Both these groups only add confusion and duplication to an already overcrowded field.

In this connection I wish to state that the programs recently developed by the Surgeon General's offices of the Army and Navy have already recognized the problem of coordination and have taken steps to develop remedial temporary service programs working closely with the Veterans Administration and the Federal Security Agency. This argues well for consideration of the problem on the Federal-State level. The proposed amendments to the Randolph-Sheppard Act mentioned yesterday by Congressman Randolph are further indications that Congress is conscious of this important problem. If our private agencies could and would take steps to develop such coordinated efforts, a better program at less cost would be the result. The example of the Washington Society for the Blind, the National Society for the Blind, and the American Foundation for the Blind in their services to other agencies—Federal, State, and private—might well be followed. That some of our agencies are not needed is evident. The usefulness of some service functions often passes. Further, the only social philosophy or social or educational worker worthy of such a name has as a motto "My task is to work myself out of a job."

V. TRAINING OF WORKERS

There is a long history of sad neglect in the training of teachers and workers for the blind and other handicapped. In this area there is a great need for regional training centers to meet this need. Seven would be adequate. Historically there have been sporadic attempts to develop teacher-training courses for the area since 1880. They all failed because of lack of interest, political influence in State appoint-

ments, low salaries, and the type of special work which more or less "calls" a person to serve in this area. Courses were established at Perkins Institute for the Blind early in this century and at Columbia University in cooperation with the New York Institute for the Education of the Blind, where in 1935 the first fully recognized college department for the training of workers with the handicapped, which included the blind, was established on a collegiate level. Since, 1935 we have trained and sent to schools and institutions in this country and other lands 375 teachers and workers in this one area. Obviously, with the increasing demands for new personnel by the establishment of new and expanded services, a growing clientele due to war and its aftermath, and changing techniques which require the old timers to keep brushed up, there is an urgent need for the development of additional training centers for this field.

VI. EDUCATION AND CARE OF BLIND CHILDREN

Yesterday a witness stated that the education of the blind child was with few exceptions poorly done. I am certain the witness was not well informed. The State and private schools, with few exceptions, are carrying on a sound, modern, and effective academic program for this elementary and secondary education of blind children. Some of these schools for over 100 years have dealt effectively with the blind problems, and many of the teachers and administrators have been instrumental in developing standards and generating the ideas for present programs. It should be kept in mind that these schools are schools for children usually between the ages of 5 to 21 and are charged by law to give the blind child a standard elementary and secondary education. They are not trade schools nor colleges. It may be said that until recently vocational education has not had its proper place in the curriculum of the blind school. This situation is changing and several schools have developed secondary programs and pre-vocational and vocational education. I venture to suggest, however, that these blind schools have been no farther behind the procession than the sighted public schools. There is a need for correlation between the vocational curricula of the schools for the blind and placement services of all the adult agencies.

VII. RECOMMENDATIONS

A. Adequate blind census: I will submit some suggestions to the committee in detail as to administrative procedures for securing an adequate blind census.

B. National better business bureau for the blind area: The National War Fund made some progress in this direction. There is no reason why a library project should be in one department and a newsstand project in another, and all services for the blind scattered around through the Federal Government. We should have one central agency for the blind.

C. Enabling legislation for proper coordination, prevention of overlapping, and competition of Federal-State services for the blind.

It is my hope, Mr. Chairman, that this committee will not allow the old argument about States' rights to enter into this discussion in this field. We have had too many practical and professional problems. We have just one field, and we should hold to that as close as we can,

and not let the States'-rights question encroach upon the problems of the handicapped people involved. I am sure you will be helpful if you will make it a point that you will not allow the States'-rights argument to become a major issue in the program for handicapped people throughout the United States.

D. Adequate training facilities for workers.

E. Testimony of preventable blindness is startling and an indictment upon all workers in medical, educational, and social fields.

F. Research: 1. Provision of technical aids.

You will hear later testimony from the American Printing House for the Blind, where they devote their time and efforts to the provision of books and technical aids and equipment. There is a field in which this committee can contribute a great deal in connection with the provision of additional funds for that purpose.

2. Provision of professional literature.

3. Education of the public.

G. Adequate Federal appropriation to do a service for the blind job and not just to maintain administrative overhead.

This is also one point where your dollars will be well spent and will come back in terms of productive citizenry. You should by no means be shortsighted or penny-pinching in that appropriation.

The ultimate aim of this committee and all sincere professional workers is to return handicapped individuals to productive citizenry. With wisdom and cooperation secured through a knowledge of the history, traditions, and special problems of the blind, a contribution of the highest order to the welfare of our handicapped friends will be made through the medium of this study committee.

MR. KELLEY. What facilities are available in the United States for the higher education of the blind and in grade schools?

DR. FRAMPTON. There has been a good deal of argument as to whether we should develop colleges for the blind.

I think most of the forward-looking and progressive educators in the field today would still not wish to see special colleges for the blind. The provisions now available in most colleges where blind people can continue their collegiate training are adequate. The blind should attend regular standard colleges. I know many of you have known college men and women who are blind who have gone through the usual college programs with high honors.

Many States now make available readers' fees, and there are many funds available for scholarships or loans. I do not think there is any need for a blind college as such. I do not think it would be necessary or desirable to have further segregation of the blind on a college level.

There is some reason to assume that there would also be objections to the permanency of these special centers for the adult blind mentioned yesterday. I am not sure that the St. Dunstan idea is a good idea for the United States. We really want to have blind people more nearly normal and more able to live and talk with the seeing public.

You would be amazed at the number of people from the general public who will not shake hands with a blind person. They were afraid, a fear of infection and traditional attitudes. That is perfectly silly. A blind person is a normal person. Most of them are fine, ordinary people. The public has the attitude that they are blind and unusual. A change in the public attitude can only be broken

down by association and understanding. But we should not try to set them off by themselves; we should try to understand them and live with them. I believe that all blind persons with college aptitudes can be cared for in the sighted colleges.

Mr. KELLEY. Do you think that the facilities we have today for the higher education of the blind are perfectly adequate, or could be made adequate?

Dr. FRAMPTON. I think they can be, with very little adjustment. Their basic need is for technical equipment in the form of aids on the college level. This problem is very much in the minds of the trustees of the American Printing House for the Blind. As to the war blinded, they are now reasonably well taken care of by the Navy and the Army, and additional facilities will be provided the veterans by the Veterans Administration.

Mr. KELLEY. On behalf of the committee, Dr. Frampton, I want to thank you for your fine contribution to our study.

Mr. BARKER. How many blind graduated from colleges in the United States last year?

Dr. FRAMPTON. You will have to ask some of the statisticians about that. It is difficult for us to get up-to-date figures, if they are available. There have been a good many blind people who have graduated every year from American colleges. How many there have been in proportion to the number who graduated from high school each year, compared with the seeing population, passing on to higher education is something I cannot definitely answer without further investigation.

Mr. BARKER. Do you have any idea; is it 10 or 1,000?

Dr. FRAMPTON. It certainly is not 1,000; no. I think my guess would be 100 or 200, but that would be as inadequate as saying that it is 5, because I do not know.

Mr. BARKER. Directing your attention to children, I assume you agree with Dr. Irwin that the facilities for the education of children are adequate.

Dr. FRAMPTON. I agree with Dr. Irwin so far as the facilities and numbers of schools are concerned, but so far as the programs of the schools are concerned, I think, there is a very urgent need for additional vocational curricula correlated with adult programs on private, State, and Federal levels.

I do not agree with Dr. Irwin entirely in his opinion that we can see in the future the closing of some of our blind schools. We ought to think of that as being our ideal philosophy. We must think of social work as being in the same realm as the economic law of diminishing returns after a point in the scale of expenditure of funds. More money and programs may produce diminishing results. There is a limit beyond which money, time, and effort may be wasted.

The war and its aftermath is likely to have the same effect on our handicapped population, so far as numbers are concerned, as the war will have on the birth rate. I am not sure that we are in for a decreasing blind population in the United States, either adult or child.

I would be very careful not to cut out anything in the present program. We should study carefully and analyze what is now needed and have a reasonable goal for future services. At present we need rehabilitation services in the adult area more than anywhere else.

Mr. BARKER. You said a number of colleges supply readers free. Can you tell us the number of colleges that have that provision?

Dr. FRAMPTON. This is handled by the State departments of education, not colleges. I think probably there are four or five. There may be more than that.

Mr. BARKER. Throughout the country?

Dr. FRAMPTON. Throughout the country. Perhaps some people from the Foundation for the Blind with more up-to-date statistics could amplify that. This reader's-fee money is provided and spent for reading services. In New York State it is sent to the registrar of the college, and the registrar after he is satisfied as to the student's program certifies to the State the student's eligibility and the State pays the student a fee of \$300 on an annual basis. This is the plan in New York State and New Jersey.

Mr. BARKER. Is that for any number of students who want to enter the university, or do they allow them—

Dr. FRAMPTON. That is for any number of students who may apply, and if there is sufficient money in the appropriation. We have never exhausted the appropriation in New York State.

Mr. BARKER. How much is the appropriation in New York?

Dr. FRAMPTON. I do not know the amount for this year; but, in past years, it has been something like \$50,000 which has been earmarked for that particular fund. We have never used it completely. I do not know what it is in this year's budget, but that is what it has been in the past. We have done some cutting in New York, you know—unfortunately.

Mr. BARKER. That is all.

Mr. KELLEY. Thank you very much, Doctor; we are glad to have had you.

STATEMENT OF C. C. KLEBER, GENERAL MANAGER, NATIONAL INDUSTRIES FOR THE BLIND

Mr. KELLEY. Give your name and state whom you represent.

Mr. KLEBER. C. C. Kleber, general manager, National Industries for the Blind, since it was organized in 1938.

I will answer here the questions that the committee has asked and which we submitted in writing.

Question: An analysis of the Wagner-O'Day Act.

Attached herewith is exhibit A¹—the most recent Schedule of Blind-made Products dated January 1, 1944, which gives the text of the Wagner-O'Day Act, together with an analysis of its terms and conditions. The schedule also gives the rules and regulations under which the program is operated. We believe this act has provided more employment for the blind because in 1938 many of the workshops for the blind throughout the country were only working 2 or 3 days per week, whereas the Government business received under this act has enabled the workshops to operate on a full-time basis and provided the blind with regular wages each week in the year. The volume of Government work has also helped the blind to standardize and improve their products thereby increasing their sales to the private market. We estimate this Government business has provided employment in workshops for the blind for an additional 1,200 blind persons.

Question: The volume of sales, by years, to Federal Government and to private agencies.

¹ Held in the committee files.

In 1939, there were 32 workshops participating in the program, doing business with the Government amounting to \$196,496, and a private business of \$1,900,000.

In 1940, there were 45 workshops participating. The Government business was \$1,295,943, and private business \$2,181,000.

In 1941, 52 workshops participated. The Government business was \$2,937,996, and private business was \$2,840,000.

In 1942, 53 workshops participated. The Government business was \$8,131,247, and their private business was \$2,957,000.

In 1943, 52 workshops participated. The Government business was \$9,421,753, and private business \$4,844,000.

Question: The number of workshops cooperating under the Wagner-O'Day Act and where they are located.

Our last report of December 1943 showed 52 workshops, a list of which is attached herewith and which I do not imagine you wish me to read.

Mr. KELLEY. No; but we will keep it for the record.

Mr. KLEBER. Question: The number of blind employed in each workshop and the number of sighted employees.

That is also listed opposite the workshops, and the total in the 52 workshops is 2,452 blind, according to the standard definition of blindness, and 557 sighted.

Question: The hourly or weekly earnings of the blind in workshops as compared with those of the sighted employee.

Under the terms of the Wagner-O'Day Act, the Committee on Purchases of Blind-Made Products sets a fair market price for each article listed on the Schedule of Blind-made Products and it is presumed that this price will permit the payment of fair and equitable wages to the blind workmen. As we have no jurisdiction or control over the individual workshop on the wages paid to the blind or sighted, we do not collect statistics on the wages paid on an hourly basis. We do, however, annually request each shop to state the total amount of money paid the blind in wages for the calendar year and in 1943 it showed that approximately \$2,000,000 was paid to the blind workmen employed in the 52 workshops. Most of these workers are on a piece-rate basis and their wages range from a few dollars a week paid apprentices who produced very little to men of high productivity who earned as high as \$60 per week.

Question: Your recommendations for an over-all program for the blind in the post-war era in the form of legislation or otherwise.

National Industries for the Blind is mainly concerned with standardizing the production and sale of blind-made products produced in the workshops for the blind. The workshops participating in the program of National Industries for the Blind are represented by a general committee consisting of one authorized representative from each of these workshops. They in turn elect an advisory committee of 15 members which makes recommendations to National Industries for the Blind as to policies and programs for the benefit of the blind in these workshops. A committee has been actively working for several months on post-war plans and some of the projects contemplated are as follows:

1. Development of machinery especially adapted to the use of the blind for preparing discarded tires to be made into door mats, and the establishment of this business in the different workshops.

2. Sale of blind-made products to large industrial concerns such as railroads, steamship companies, and chain stores.

3. Establishment of retail sales units in workshops for the blind. This is a house-to-house canvassing plan whereby blind-made products are sold direct to the public.

4. Development of a special device for weaving and the establishment of weaving units to provide employment for the blind in different workshops.

5. Establishment of a mail-order business for the sale of blind-made products.

6. Research program to find new products that can be made successfully by the blind.

7. It is realized that after the war the Government purchases under the Wagner-O'Day Act will fall far short of providing sufficient employment to keep our workshops for the blind fully occupied and we are now trying to determine what additional articles can be made by the blind and added to the Schedule of Blind-made Products.

That is all, Mr. Chairman.

Mr. KELLEY. Mr. Kleber, could you expand a little on the set-up of National Industries, as to how it functions and how it was organized—briefly?

Mr. KLEBER. When the Wagner-O'Day Act was passed by Congress, it stated that a nonprofit allocating agency should be appointed to distribute Government orders equitably to the different workshops participating in the program.

The Committee on Purchases of Blind-made Products asked the American Foundation for the Blind to act as such an allocating agency. The foundation, however, preferred to see a separate organization established. It called together representatives of a large number of workshops for the blind throughout the country and an allocating agency known as National Industries for the Blind was formed not only to allocate Government orders to the workshops, but also to provide an instrumentality through which the workshops might cooperate in behalf of the best interests of the blind.

The Procurement Division of the Government is the Secretary of the Committee on the Purchase of Blind-made Products. The Army, Navy, and all of the other Government departments that wish to order products on our schedule make their request through the Procurement Division to our committee, or to the secretary of it. They, in turn, send it to National Industries and we allocate it to the workshop that is making the article that is nearest the point of delivery for the Government, or that does not have enough work, or that can meet the delivery date.

In the case of some articles—since the beginning of the war, of course, we have had all the business we could do; but, previous to that, we made more brooms than we could sell and we made more mops than we could sell. So the workshops themselves decided on a quota system. If there was not enough business to go around, then every one should have a fair share of it. Our office keeps these records and statistics on what the shops are doing. That was the original purpose of National Industries for the Blind. But as we have had meetings for these workshops, they have requested us to do other things, other services—for instance, the establishment of these retail sales units and the development work we are doing. So we have become today really a sales and production organization for the workshops for the blind.

You see, with the Government, the order is handled directly between the Government ordering office and the workshop that produces the goods. The purchase order is sent to them; they bill the Government for it and collect it. We are merely the allocating agency for the orders and to see that these rules and regulations are lived up to.

Mr. KELLEY. When you used the figure of 52 and 53 participating workshops, will they be the same shops from year to year?

Mr. KLEBER. Yes.

Mr. KELLEY. They will?

Mr. KLEBER. Some may drop out and others may come in, for one reason or another. There are about 17 articles on the schedule of blind-made products. About 30 workshops make brooms; about 25 make mops; about 25 have sewing units. In other words, each shop does not make all of these articles.

Mr. KELLEY. Are those plants organized?

Mr. KLEBER. To participate, they must be incorporated, nonprofit.

Mr. KELLEY. I mean as to labor organizations.

Mr. KLEBER. You mean under the C. I. O. or A. F. of L?

Mr. KELLEY. Yes—either one of them.

Mr. KLEBER. No, sir; not that I know of.

Mr. KELLEY. Then how about their rates of wages? Are they comparable to the union wages?

Mr. KLEBER. We recommend piece rates and that they pay, if there be a union scale, the rate specified by the union, or the going rate in that particular territory if there is no union rate. But, as I say, that is something that we as an organization have no control over, because each individual agency decides that in their own territory. We have set up production manuals recommending piece rates, but have no way of forcing them to pay them.

Mr. KELLEY. Do you know whether there is any discrimination at all by those operating plants for the blind? Do they take in Negroes, or Jews, or—

Mr. KLEBER. As far as I know, there is no discrimination. I mean they are all nonsectarian organizations. I have heard of none, and I have been in a good many of them.

Mr. KELLEY. And I imagine those plants are scattered all over the United States?

Mr. KLEBER. They are in about 32 States.

Mr. KELLEY. I did not catch the number of blind employed.

Mr. KLEBER. 2,452 at the end of the year.

Mr. KELLEY. Have you any questions, Mr. Day?

Mr. DAY. No; I do not think of anything, except this: Those Government orders will fall off markedly, of course. You had a figure, as I recall, up as high as \$9,000,000.

Mr. KLEBER. Yes, sir.

Mr. DAY. I did not know whether you had any suggestions to make as to what might supplement that.

Mr. KLEBER. We have been looking into other articles which the Government uses, to add them to our schedule. This committee is appointed by the President and General Corbin of the Army is the chairman. Mr. Ward from the Department of Agriculture, Clifton Mack, Director of Procurement, are on it, and Mr. Migel, representing the blind; Mr. McCoy from Commerce; Mr. Eisenhart, from Interior; and Captain Clark, from the Navy.

We have found the committee also very cooperative in putting on new articles if we find we can make them at a fair market price. In other words, under this law they are not subsidizing the blind; the Government is paying the fair market price for their products. If we can make an article and charge three times as much for it, the committee would not put it on their schedule; but, if we could produce and deliver it to them at what the committee thought was a fair market price, we could add it. And we are trying to add other articles to make up for the volume we are going to lose after the war.

Mr. DAY. As you develop this work, you must be quite successful in establishing certain standards that can be utilized in industry generally?

Mr. KLEBER. That is correct. I think the act has done more to improve products made by the blind, because everything we deliver to the Government must meet Federal specifications; if it does not, it is rejected. And while 53 workshops are participating, there are 100 workshops in the country. Some of them have not qualified, because I do not think they are able to meet Government specifications in the making of these articles.

Mr. DAY. Do you have anything to contribute as an exhibit here, to what you have before you there?

Mr. KLEBER. I have filed that already with my original letter.¹

Mr. DAY. That is all.

Mr. BARKER. Mr. Kleber, do the sighted workers in your shops do the same sort of work that the blind do?

Mr. KLEBER. The general thinking or policy is, if a blind person can do it, the job should not be given to a sighted person. Now under the rules and regulations of the Committee on Purchase of Blind-made Products, 75 percent of the direct labor must be performed by the blind—and they must be blind under the definition of the Social Security Act. The remaining 25 percent can be done by the sighted; but we have recommended there that they be other physically handicapped people. In many of the workshops we have some deaf people we try to employ in that 25 percent that must have vision on certain operations like inspection and different operations in making pillowcases, where sight is necessary. That is what that 25 percent is supposed to be for. Now if we find an article that 90 percent has to be done by the sighted, then we would not be interested in that article.

Mr. BARKER. What I am trying to get at is whether you are in a position to tell us or to compare for us the incidence of accidents among the blind, as compared with the sighted.

Mr. KLEBER. In the workshops, due to the special supervision and other safeguards, I would say the rate of accidents is very small, both for the blind and the sighted. All those shops are built and operated for blind persons.

Mr. KELLEY. With safeguards?

Mr. KLEBER. Yes.

Mr. BARKER. Do you keep any figures on that?

Mr. KLEBER. On accidents?

Mr. BARKER. Yes.

Mr. KLEBER. No, sir.

Mr. BARKER. Do you think it would be advisable to do that?

¹ See appendix.

Mr. KLEBER. I think those figures are gathered. You see, the Wages and Hours Division of the Department of Labor have been into most of these workshops for the blind and have collected those statistics. We do not collect them ourselves.

Mr. BARKER. You do not have them?

Mr. KLEBER. No, sir.

Mr. KELLEY. If I may interject, I think most of the States have workmen's compensation and they keep very accurate records.

Mr. KLEBER. I believe so.

Mr. BARKER. Are the Industries for the Blind under the State workmen's compensation laws?

Mr. KLEBER. That I do not know; I could not answer that question. Mr. Salmon is here; perhaps he could answer that, because he is on this committee—

Mr. SALMON. Yes.

Mr. BARKER. Now with regard to the wage-and-hour law: Do the National Industries have an exemption as to the standards set up for wages and hours under the wage-and-hour law, because of the fact that they employ handicapped people?

Mr. KLEBER. They have no general exemption. If any is granted, it is granted to each individual workshop as they may apply for it, or as wages and hours checks up on it.

Mr. BARKER. Is there anything in the Wagner-O'Day Act that requires minimum standards of wages and hours to be followed in the workshops?

Mr. KLEBER. No, sir; there is nothing in it that compels them to, or nothing in it exempting them from it.

Mr. BARKER. Will you tell us, in your opinion, if they are complying with the wage-and-hours law?

Mr. KLEBER. Yes, I would say they are, in my opinion.

Mr. BARKER. Could you get for the committee a break-down from the various State groups as to their weekly or hourly salary? You have given us the total.

Mr. KLEBER. If you would like to select a period, say for the month of May this year, would you like a copy of the pay roll?

Mr. KELLEY. No.

Mr. BARKER. Could we have it for about 6 months?

Mr. KLEBER. And what information would you like there, for that 6-month period?

Mr. BARKER. The average weekly or hourly salary paid to blind persons in National Industries.

Mr. KLEBER. Let us say the number employed, the average hours they work—

Mr. KELLEY. Do you have that on a weekly or monthly basis?

Mr. KLEBER. I have in the office what we collect once a year for the committee here in Washington—a pay roll for a month of the blind, and when I break that pay roll down into the hourly rate, I get the number of hours they worked and the wages they received. That is available now for, I think, November of last year. I do that once a year.

Mr. BARKER. About 6 months would give us an accurate figure I think.

Mr. KLEBER. Then I would have to send for that information. I will be glad to do it.

Mr. BARKER. Let me ask you one more question: Is the National Industries affiliated with any other organization working in the field for the blind?

Mr. KLEBER. It was founded by the American Foundation for the Blind. Some of the board members of the American Foundation for the Blind are also on our board. That would be the only way you could say we are affiliated.

Mr. BARKER. Is that the only group?

Mr. KLEBER. We also have representatives on our board from the workshops themselves who are suggested by this advisory committee.

Mr. BARKER. Do you contribute any money to the American Foundation?

Mr. KLEBER. No, sir.

Mr. BARKER. Do you contribute any money to any other organization?

Mr. KLEBER. No, sir.

Mr. BARKER. Can you tell us what the administrative expense is for National Industries, annually?

Mr. KLEBER. I could not tell you offhand, without getting a late statement; but I would say it is between 35 and 40 thousand dollars a year.

Mr. KELLEY. That is all, Mr. Kleber, and we certainly are glad you were here, because your statement is very enlightening; it is very interesting and I am sure it is going to be of value to the committee.

Mr. KLEBER. There is one folder here¹ which Mr. Salmon has that I would like to file with the committee for reference.

Mr. KELLEY. We will be glad to have it.

Mr. KLEBER. It is the principles which these workshops have approved, with a definition of "workshop for the blind"—what they think their aims and duties should be.

Mr. KELLEY. Thank you, Mr. Kleber.

STATEMENT OF GEORGE F. MEYER, EXECUTIVE DIRECTOR OF THE NEW JERSEY STATE COMMISSION FOR THE BLIND

Mr. KELLEY. Give your full name and background for the record.

Mr. MEYER. My name is George F. Meyer, executive director of the New Jersey State Commission for the Blind, having been there since 1937. Prior to that, for some 19 years, I was engaged in educational work with Braille and sight-saving children as a teacher, organizer of sight-saving classes, and as supervisor in Cleveland, Ohio, Seattle, Wash., and in Minneapolis, Minn. I am speaking today, however, as president of the National Council of Executives of State Agencies for the Blind.

The council embraces the heads of the State agencies for the blind throughout the country supported from public funds.

Naturally there has been a great deal said that I might review. However, I did not learn about the hearing in time to submit a statement in advance. I shall dwell primarily on some of these things from the standpoint of one person who is directly connected with the field of administration.

What we want to accomplish for the blind of each State, as executives of State agencies, is the framing and administration of a program

¹ Held in the committee files.

for blind people that gives to each blind person the particular service he may want or need. We are not too much interested in whether this service involves financial assistance, vocational training, home teaching, or any one of a score of other services that might be mentioned. In our own State of New Jersey, we try to have a service for every blind person and, by way of illustration, I think I might briefly review the type of organization that we have.

We are peculiar among the States in that we have only one State agency to meet all the varied needs of the blind—a public agency supported by appropriate funds. This agency administers all the work for the blind in the State. In most States the work for the blind is distributed among several agencies and sometimes is shared by private agencies as well. But in New Jersey, we do have that fortunate combination of services under one agency that makes for efficiency, economy, and control over some situations, which would be left to chance under a more divided administrative set-up.

If a blind person needs medical attention let us say for prevention of blindness or restoration of vision, we have a department which looks into his problem and sees that he receives that attention.

The commission has charge of the education of all blind children in the State. It lays out a program of education suited to the needs of each individual, and the commission selects and pays for the educational service that is required. About two-thirds of our children attend Braille classes in the public schools located in the larger centers in New Jersey. The remainder are assigned to one of several residential schools with which the commission has arranged contracts for their instruction.

We are strong in the State of New Jersey for preserving the community contacts of blind persons. We feel it is most advantageous for the blind person to be brought up within the community, where he is going to live.

He will be happy and more successful if he utilizes the community contacts just as sighted people do. For this reason as mentioned above we have set up and operated for some 25 years a plan of education by which the children who are in the larger centers will attend local public school systems under special arrangements.

We have an employment service which has placed over 150 blind people in industry. It is the commission's policy to choose only jobs that blind people can do as successfully as the sighted worker and to supervise the worker in that job so that any irregularity that may arise to threaten its smooth operation may be detected in time to do whatever may be required to retain the job for the incumbent or some other capable blind person. Vending stands selling miscellaneous confections are also established and maintained by the commission and, likewise, given close supervision so that they may remain as continuous employment opportunities.

We have an assistance service that extends financial aid through local county welfare boards to needy blind persons.

Our home teaching service endeavors to adjust newly blind people to the changed conditions they must meet. When a blind person loses his sight he is likely to feel that he has nothing to live for and, unfortunately, too many of his friends by what they say and do seem to agree with him. The home teacher herself is blind and after one or more visits from her the client's attitude changes to one of hope-

fulness and an appreciation of his remaining assets and of the many devices that have made it possible to lessen or overcome his handicap. He is taught the use of a typewriter; taught to read and write Braille; pencil writing, and various types of handicrafts, and in the case of the blinded woman she learns to do her own housework. In the case of the blinded man he is taught to do his chores and to carry on various other activities about the home—in short, the individual is restored to the place he formerly held in the family life. From this point we go on to the training of the individual for placement in industry or for advanced training in vocational education or along such other direction as may best adjust him to his chosen pattern of life.

In addition to this, the commission serves as distributing agent for the talking-book machines that are loaned through the Library of Congress.

The Commission has obtained concessions by which a blind person and guide may attend the theater without charge. By like arrangement with bus companies throughout the State they are furnished with identification certificates by which they may take with them a guide without charge. I cite these services to you because they illustrate the many things that can be done for blind people to make their lives happier. Not every blind person wants vocational training or employment. Likewise, many want no financial assistance. Since these are the two large areas in which there is Federal aid it means that there are a large number of blind people who need help of various kinds that receive no benefit whatever from Federal funds. Federal help should be extended to these unaided portions of a well-rounded program for the blind.

Furthermore, we have a situation within our own assistance program, that Mr. Irwin pointed out, by which it is impossible through the regular set-up to always meet the needs of blind people. It is possible, I suppose, if you indulge in sufficient mathematics and juggled the figures enough, to secure a certain amount of medical service, but you have to go all around Robin Hood's barn to do that, and the result is that it is not so often done. Of course, the Barden bill is taking care of the physical restoration of blind people who are employable. But the fact remains that the great field of the prevention of blindness which should be of most concern in Federal service is left untouched. Even though sympathetic support is given to the program of prevention through the Social Security Board and the assistance program, it is impossible to make even liberal interpretation go beyond very limited service.

I think Mr. Irwin analyzed very well the problems involved in the administration of title 10. It is rather pathetic, in a way, that a law that was drawn to meet the needs of blind people should result in disappointing the blind people themselves, disappointing them, because the investigative procedure is so distasteful to them. The responsibility of relatives in supporting blind people, where these are obliged to stay in homes where they know they are not welcome, where often, they are reminded by someone that they are a burden, must result in a good deal of mental anguish to blind people—and yet because of the exigencies of the law it is rather difficult to meet that situation satisfactorily as long as there are people legally bound to support them.

Mr. Chairman, I do not think it necessary to repeat the observations that Mr. Irwin has made with reference to the act. However, I am going to emphasize the effect of the regulations as applied to earnings of blind people. Perhaps we were not too conscious in our State at first in enforcing the provision that every item of earning must be taken into account in computing the needs of blind people. Unfortunately, the ultimate objective here conflicts with another aspect of the Commission's work, which aims to encourage blind people to do whatever work they can. After all, idleness is one of the greatest curses to blind people because they are deprived of doing so many things by way of diversion that people with sight can do.

Therefore we have encouraged them to do something to take up their time, and to this end the home teachers, previously referred to, teach them knitting and various other handicrafts, and the Commission has a rather elaborate set-up and has gone to some expense to provide materials for them. In turn, the Commission offers to sell for the blind person articles made by him. Blind persons receive the difference between the cost of materials and the selling price of the article. We do not look upon that as a means of support, but we look upon it as an occupational therapy through which he may increase his ability and occupy his mind.

When it became necessary to consider all earnings in the budget of blind people, some of them grandmothers, earning a few dollars a month knitting sweaters, and so forth, had that amount deducted from their blind assistance.

It is true that all authorities concerned have wanted to be very fine about it, but the fact remains that there is the law and we are obliged under it to report the earnings of these people and the investigator is obliged to reduce the grant by just that much.

Now I am going to touch on just one other point or two. As I said before, what we are interested in is a well-rounded program, and a well-rounded program contains a program for the prevention of blindness, the restoration of vision, the aid to blind people, home teaching, blind assistance, the employment of blind people and whatever auxiliary assistance or contribution can be made to the over-all happiness of the blind.

In that connection it seems to me that there are very strong arguments for the Federal Government extending aid to the States for these auxiliary services. We have a blind assistance program which is generously supported and we have an agency that attempts to maintain high standards. We have the Barden bill which is going to implement the program, which means that when the State is getting Federal aid and Federal services the bulk of the expense will likely be directed into that channel, but the other channels are correspondingly starved for funds or services.

Further than that it means that in areas that do not have over-all services for the blind—and we have certain areas of that type throughout the country—such as the Dakotas and Montana—and in those areas there is no encouragement given to an over-all service program. Such encouragement must be given by someone because a service for the blind is just like any other social development: It has to have seeds from which to grow, it has to have some inspiration, and that inspiration can best come from Federal service.

Now by way of summary: I may say that I feel that we should look to the amendment of title 10, which will overcome some of the outstanding difficulties that were pointed out by Mr. Irwin and others referred to above. The Federal Government should subsidize the auxiliary services to blind people along with the other types of work that are given to those who are blind; not just the people who ask for assistance, but all of those who are blind should profit from this auxiliary service.

I think a study should be made along the line of some of the observations that have been made with reference to coordination of services on behalf of blind people. I am not prepared to say just how far that coordination should go, but I happen to be one of the administrators that contact the Social Security Agency through two channels, and I am impressed with the difference in approach to common problems between these two divisions of the one agency. As has been pointed out before, there are other offices and bureaus of the Federal Government giving or controlling services to blind people whose policies and activities are not coordinated. There is little recognition of the common channels through which these services reach blind people and no measure of the convenience, economy, and efficiency that might result from closer coordination. Much constructive good would result from a careful study of possible unifications. While I have made no particular mention of it, I feel that it would be a very constructive thing if the Government would undertake a study of the compensation laws of the country to determine their effectiveness in accomplishing their purpose. After all, you know, when a man is blind it does not make very much difference whose fault it was or precisely how it happened that he lost his sight.

If you could be on the firing line and see how these individuals come in to the agency after they have had an accident in a factory and have failed to recover damages because of the fact some good lawyer was able to prove that some hidden defects the man might possibly have had at some time prior to his employment resulted in his loss of sight, you would feel that something should be done about it. There is a social obligation that comes after the man has lost his sight which is quite apart from any legal aspect of liability, or the interest which an insurance company may have in a financial settlement. The many cases of blindness which receive no compensation represent a strong argument for the plan advanced by Mr. Irwin to assure a minimum of financial security and give the victim something to live for. The provisions under which settlement is made under compensation should also be reviewed. In some States, and under certain conditions, if the individual is ill-advised, and receives a lump-sum settlement, he may as a result of the unwise use or improper conservation of funds, become totally dependent for the remainder of his life. Under certain other conditions he may, after becoming temporarily restored in earning power, sacrifice the right to a renewal of compensation if and when his fortunes are reversed.

It seems to me that a much wiser plan would be to distribute compensation on a monthly basis, and make proper allowance for any profit from whatever rehabilitation might be available. In this way the individual would be assured of permanent financial security, since the liability of the insurance company would not cease until he was assured of an income for the rest of his life.

There is a great deal to be done with reference to adjustment of compensation laws and other social requirements of handicapped people, and I think that the Federal Government is the only agency that can make a fair study of the whole situation and suggest remedies.

Training centers for personnel have been mentioned here, and I feel very strongly that is one of the most necessary aspects of work for the blind on a higher level. We make a great effort to secure the best kind of service we can in connection with work for the blind. We carry on a training program for blind people for administrative positions in social-service work. But the cost is so high and the opportunities so unpredictable it makes it very difficult both from the training standpoint and the standpoint of trainees who want such training to conduct and finance a sound program. So it seems to me that it would be a very excellent investment if some means could be found by which the Federal Government could encourage the training of blind people on the professional level as teachers and social workers of various types.

Being an educator, I cannot close this statement without commenting upon a recommendation that was made by one of the speakers yesterday; that is, with reference to the publication of large-type books. If there were some way by which the Government could give recognition to the individual who has partial sight—most constructive educational ends would be served. In many instances persons with some sight are worse off than blind individuals because everybody thinks they can see and the fact that they cannot is a disappointment not only to them but to everyone else. That is particularly true in the case of children. So for those who are partially blind, since they see too much to read Braille, they should be supplied with books in large type so that they can read them as the sighted people would read ordinary print.

It costs a great deal more to publish these books because they are produced in limited editions and much more paper is required, with the result that there are very few of them published. The problem of supplying adequate and appropriate material to these children is a serious one and there ought to be a place where they secure such books of large type from which they can study. We already have governmentally financed facilities that could be adapted to that purpose. The American Printing House for the Blind, at Louisville, Ky., established many years ago, has been designated by the Federal Government as the agency to do all printing of Braille for the residential schools for the blind and classes for the blind in the public schools.

As a matter of fact, at the present time, the printing house has done some experimental printing in large type and there is existing machinery that could be utilized for the distribution of such books to schools that might require it. It would therefore be practicable to have that agency print books in large type that could be distributed to schools and institutions that were educating children with defective vision. This would solve a very difficult problem—one that at the present time is being met in part by a private agency that has to struggle with a great many contingencies, and which, I think, deserves a great deal more credit for having met the problem over the past 25 years than it has received.

But it is a problem that should be met on a subsidized basis. You can appreciate what it means to pay perhaps five, six, or seven times

as much for a text book in large type as you do for the same text in ordinary print. I would suggest that means be provided and that it be made legal for the American Printing House for the Blind to do that kind of work and distribute its output to schools instructing children with defective vision on much the same basis as is now provided for Braille publications.

I think that concludes my statement, Mr. Chairman.

Mr. KELLEY. That is a fine presentation, Mr. Meyer.

Mr. MEYER. Thank you.

Mr. KELLEY. Have you any questions, Mr. Day?

Mr. DAY. Mr. Meyer, one of the primary aspects of this hearing, as I understand it, is the education of the public in the attitude toward blind people. I know your contacts with the various State executives for the blind. Would you care to discuss that feature of it a little further? Maybe you could enlighten us along that line as to what the various agencies in the different States are doing.

Mr. MEYER. I think the best education that the public can receive is the evidence that is supplied by successful blind people. At least this is our philosophy in New Jersey. If one stops to analyze it there are very few persons who know blind people at all intimately. For example, if you were to go out on the street and ask at random 100 people about these contacts with the blind it would be very safe to say that perhaps three or even less have ever come in close contact with blind people, close enough to talk with them or to know them. The reason is that generally our blind are sent to residential schools or housed in other institutions, and only go out occasionally. That is true particularly of the children. The older blind people are confined in their homes, or were up until a few years ago. Mostly, the blind people who work, work in sheltered work shops, where there are only a few sighted people.

In New Jersey the situation is reversed. We have more than 100 blind children attending classes in the public schools; these classes may be in a dozen schools throughout the State. Now, there may be 1,500 children in the school, and these blind children go to classes with them, and they see them every hour of every school day; they see them on the playgrounds and they play with them. We have some 80 children attending almost as many public high schools in as many communities in the State and the same situation exists there.

We make it a point to place blind people in industry and we try to arrange it so that we have only one or two blind people to every 1,000 sighted employees. That means in a given plant there are 2 blind people going into the factory and they are not looked upon as representatives of the blind, as a whole but are considered as individuals and their coworkers appraise them as individuals banishing any idea that because they are blind they are "different."

We have had a marvelous acceptance by the public of blind people in the State of New Jersey and I think to the extent that we use community assets and encourage blind people to participate in community activities we will continue to hold our public's confidence. And that is why I am just a little bit alarmed about this suggestion of establishing regional centers for the training of blind people far from their home communities.

We have no institutions for the blind in New Jersey, and yet I think all of us will agree that we are wealthy enough so we could have

the best in the country. As previously stated, whenever possible our children attend Braille classes in the public schools or go to their local high school. For the relatively small number that for one of numerous reasons must be sent to a school for the blind we make special arrangements with and pay tuition to one of the schools in nearby States. In this way we can choose the school best fitted to meet the needs of each individual child. Furthermore, three of the best schools in the country and, perhaps, in the world, the New York Institute for the Education of the Blind, New York City; Pennsylvania Institution for the Instruction of the Blind, Overbrook, Pa.; and Perkins Institution for the Blind, Watertown, Mass., are accessible to us.

In view of New Jersey's philosophy of utilizing to the maximum home and community contacts there would be little point in our adding to the already large number of State residential schools with enrollments for efficient administration. In this connection, I think there would be many gains in economy and efficiency and very little loss in other factors if States would combine their residential-school enrollments so that one strong residential school might expand its curriculum, reduce its constructional cost and in other respects give to the several States served the advantages of the resulting larger enrollment.

Mr. DAY. It is your understanding that blindness is just the loss perhaps, of the one function?

Mr. MEYER. I would say so.

Mr. DAY. Otherwise the individual is perfectly normal?

Mr. MEYER. That is correct.

Mr. DAY. And much of it is sort of a mental straining that comes from the fact of being blind.

Mr. MEYER. Naturally blindness brings with it the inability of the individual to observe things from which other individuals gain impressions, but that is offset by the fact that alert blind people use such powers of observation as they have more effectively than most sighted persons, and another sense frequently substitutes for the sense of sight. Blind individuals have demonstrated their ability to cope with their surroundings even in babyhood. If such mentally alert blind people are properly guided and instructed, they usually give a good account of themselves. Often they are as active and successful as those who can see.

Mr. DAY. That is all, Mr. Chairman.

Mr. KELLEY. Mr. Meyer, how many children do you say there are in the public schools in New Jersey?

Mr. MEYER. About 100; more than that, perhaps.

Mr. KELLEY. I mean in the State.

Mr. MEYER. We have on the rolls of our educational service embracing children under 21 or those still attending college almost 1,000 names. However, that includes a substantial number who have defective vision as well as those who are blind.

Mr. KELLEY. Do you have a plan in New Jersey with reference to procedure for higher education, attending colleges and universities; sending them to institutions of higher learning?

Mr. MEYER. Yes; we have. And we have tried to administer it systematically. I think that if there were any effort made to extend opportunities for college training to blind people there should be included in the plan a procedure for determining in advance the capabil-

ity and aptitude of the applicant for such training. It is most pathetic to have a blind person of relatively mediocre ability at great effort and expense complete his college course only to find that he is not really suited for the kind of work usually expected of college graduates and, therefore is without the prospect of a job. New Jersey organized and promoted the college aptitude test which is used by the college entrance examination board for determining the aptitude of applicants for higher education aid.

We are sending on the average 10 or 12 students a year from a population of about 4,000,000, and most of them graduate.

Mr. BARKER. Do the public schools in all of the States admit blind children to their regular classes?

Mr. MEYER. No. There are several States—and I would have to count them—that make no provision for the education of blind children in the public schools. It is much more economical to educate blind children that way, and there are certain definite advantages that come with it. Generally, it requires the setting up of a certain procedure, and it requires the presence of from 5 to 10 blind children in an area to justify the establishment of a class. A trained teacher is put in charge, and these children go to the regular grades, receiving their special assistance under the direction of the trained teacher. Generally such classes are located in well-organized public school systems that are equipped to meet the numerous contingencies which may arise in connection with the education of blind children. Minneapolis, Detroit, Cleveland, Cincinnati, New York City, and a number of the larger centers have such classes, but there are a number of States in which there are none at all.

Mr. BARKER. Could you give us an estimate of how many children are cared for in that way?

Mr. MEYER. I would say probably 500 to 600 would be a fair estimate.

Mr. BARKER. What would you say is done for the education of the remainder?

Mr. MEYER. The remainder are sent to residential schools. In fact, in practically every State where there are Braille classes in the public schools, there are institutional facilities also, except, let us say, in New Jersey where there is the alternative possibility of residential school instruction if required but the choice is not generally left to the option of the student. Students are expected to attend Braille classes in the local community if and when available to them and take their high-school work in their community high school. In most States blind children attend the State residential school and by and large the residential school is the only means by which the individual may receive his education.

Mr. BARKER. Are the residential schools open to all blind children?

Mr. MEYER. Yes.

Mr. BARKER. Is there any fee that has to be paid?

Mr. MEYER. Generally not.

Mr. BARKER. Can you tell us how many blind college graduates there are in the United States?

Mr. MEYER. I would be under much the same handicap that Dr. Frampton was when he was asked that question, but I would venture a figure of approximately 200. I think that would be relatively accurate. I have followed the statistics in some of the States and

have observed the number of individuals attending colleges, and most of them finish. I think this observation should be made, however, in carrying out the thought that I gave a while ago; namely, that the college-trained blind person should be a strong student. If you are a sighted person and squeeze by with a grade of D or C, it may not make so much difference, but if you are without sight and upon finishing college your record shows that in addition to being blind you were a poor student, this fact is likely to make a big difference in your chances for success.

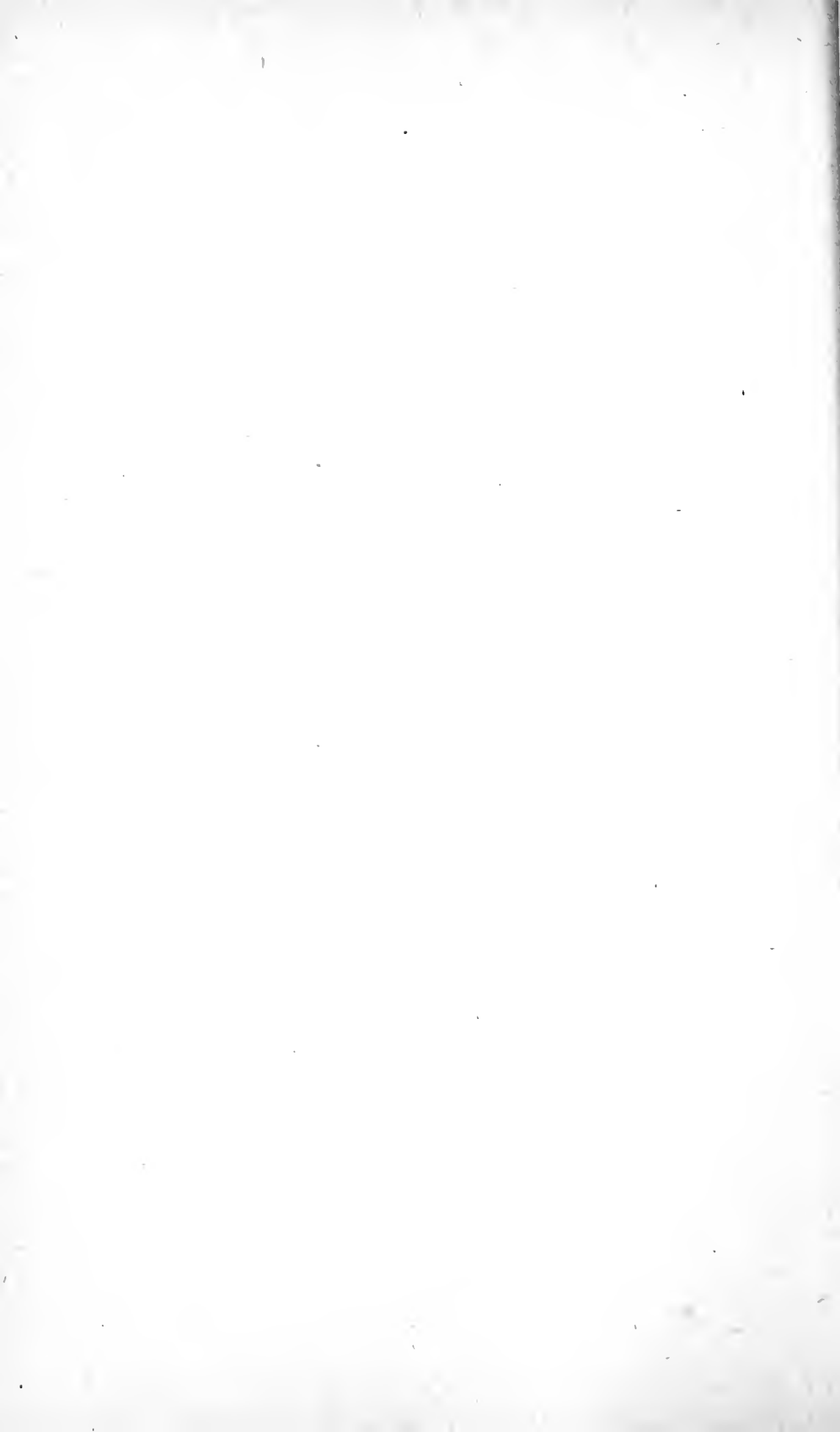
Mr. BARKER. Are there any figures available to show us what sort of marks are made by blind students in the colleges—are they in the upper level or the lower level?

Mr. MEYER. I doubt if there would be any such figures, and I would not want to imply in my remarks that they were generally in the lower level because they are not. Generally speaking, blind people are conscientious and do very well. There has, I think, been some poor advisement in routing some of our blind students into the college channel. The student discovers too late, that he would have been better off if he had not gone to college.

Mr. KELLEY. Your remarks are interesting and enlightening, and the committee is grateful for your coming here today and telling us your experiences and giving us the benefit of the information that you have. We thank you.

The committee will stand adjourned until 9:30 tomorrow morning.

(Whereupon, at 12:40 p. m., the committee adjourned to reconvene at 9:30 a. m. the following day.)



INVESTIGATION OF AID TO THE PHYSICALLY HANDICAPPED

THURSDAY, AUGUST 31, 1944

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
Washington, D. C.

The subcommittee met at 9:30 a. m., Hon. Augustine B. Kelley (chairman) presiding.

Mr. KELLEY. The committee will please come to order. The first witness this morning is Mr. A. C. Ellis, superintendent of the American Printing House for the Blind.

Will you please state your name and the position you occupy?

STATEMENT OF A. C. ELLIS, SUPERINTENDENT OF THE AMERICAN PRINTING HOUSE FOR THE BLIND, LOUISVILLE, KY.

Mr. ELLIS. Mr. Chairman, my name is A. C. Ellis. I represent the American Printing House for the Blind.

My background and education is that of a public school administrator. I have been associated with work for the blind for 17 years, 3 years as superintendent of the Texas School for the Blind and for 14 years as superintendent of the American Printing House for the Blind.

Established in 1858 by an act of the Commonwealth of Kentucky, the American Printing House for the Blind is the oldest national agency for the blind in the United States. It is also the largest publishing house for the blind in the world. Its trustees consist of seven citizens of Louisville, successors to the original incorporators, and ex officio the superintendents of the schools for the blind of this country.

My presentation will be confined to the following: The number and location of Braille readers in the United States; the present facilities for supplying Braille books for students in schools for the blind; the need for books in large print for partially seeing children; the relative value of Braille and talking books; and recommendations for a post-war program for the blind.

THE NUMBER AND LOCATION OF BRAILLE READERS IN THE UNITED STATES

Unfortunately there are no figures available for estimating accurately the number of Braille readers in this country. We do know that there are approximately 6,500 students using Braille in our schools, and that approximately 10,000 adult blind are registered as Braille readers in the regional libraries for the blind. This total, amounting to 16,500 Braille readers, does not, of course, represent the total Braille-reading public. Many who can read Braille are not

registered in the libraries as Braille readers because they prefer to use the talking book. Others read only Braille magazines which they receive direct from the publishers, while some who can read Braille depend upon members of their families to read to them. When all of these groups are considered, it seems safe to place the number of Braille readers in this country somewhere between 25,000 and 30,000. Various studies indicate that this group is a fair cross section of our population in such matters as sex, geographical distribution, general education, and literary interests.

BRAILLE BOOKS FOR STUDENTS IN THE SCHOOLS FOR THE BLIND

Through the act of 1879, "to promote the education of the blind," and its subsequent amendments, Congress has provided funds enabling the Printing House to supply embossed books and tangible apparatus free to all of the schools for the blind. At present, the total appropriated is \$125,000 a year. Out of this grant, the Printing House supplies the basal texts, supplementary reading, test materials, Braille music, Talking Books, and tangible apparatus such as Braille slates and sectional relief maps, required by our schools for the blind.

Practically all these schools maintain instruction from the first through the twelfth school grades. Braille reprints of the most modern and widely accepted public school texts are provided. In addition, there is a large supplementary literature consisting of Braille reprints of the standard books that are found in our best public-school libraries. Our blind children, through the beneficence of Congress, have access to the latest and best educational publications that are available to seeing children. After the war, however, new appliances, textbooks and enriched courses of study may necessitate an increased appropriation if this standard is to be maintained.

BOOKS IN LARGE PRINT FOR PARTIALLY SEEING CHILDREN

According to the best authorities, there are approximately 65,000 children with partial vision who could benefit by books in large print. These are the children whose visual defects are such that they cannot be educated through the medium of books in ordinary print. At the same time they have too much vision to be required to use Braille. The plight of this group is, indeed, pitiable. They do not come within the scope of either the school for the blind or the public school, except in the too few cases where there are special classes employing books in large print, oral readers, special lighting, and other aids to the visually handicapped. The literature available in large print for these children is meager for even the elementary grades; it is practically nonexistent at the high-school level.

Many partially seeing children live in rural areas remote from the large cities which maintain special visual-aid classes. Some of these children are being admitted to the schools for the blind and are being educated through the medium of Braille. In some schools as many as one-third of the children enrolled have some useful vision. These schools have recognized the necessity of helping these children to utilize what vision they possess. One school for the blind has even changed its name from "the school for the blind" to "The Braille and sight-saving school." This indicates a trend in the education of our blind and partially seeing children.

In all probability the schools for the blind will be required to accept an increasing number of partially seeing children from rural areas.

The situation is so pressing that the Convention of the American Association of Instructors of the Blind, held in Little Rock, Ark., in June of this year, passed the following resolution:

Whereas there are an increasing number of pupils in schools for the blind who have enough sight to use visual methods of education; and

Whereas ophthalmologists are now generally agreed that pupils having vision should be encouraged to use it; and

Whereas there is a definite feeling that the first steps in meeting the needs of these children is by making available suitable textbooks; therefore, be it

Resolved, That this association request the trustees of the American Printing House for the Blind to make a study of means whereby textbooks in suitable types may be made available to the residential schools for the blind and the public school Braille classes which it now provides with embossed textbooks: And be it further

Resolved, That consideration be given to the possibility of making these textbooks available to the sight-saving classes in public schools provided that this shall not be done by the use of money now designated to provide embossed books for the blind, appliances, etc., but either by new appropriations, the use of revolving funds, or through gift and legacies.

Such a proposal presents no serious technical problems. Much of the printing and binding equipment already used in the production of Braille books and magazines could be used in the publication of sight-saving books. The Printing House is a going concern with numerous and valuable contacts with textbook publishers. The present staff, through its familiarity with the problems of publishing Braille and talking books, has a store of knowledge and experience which would be an asset in establishing this new department.

At its annual meeting on July 1, 1944, the trustees of the American Printing House for the Blind considered this resolution and authorized its executive committee to consider and act upon any plan which the superintendent may develop for the printing of books in large print as a part of the regular services of the American Printing House for the Blind. If it should be decided that the Printing House is the proper agency to supply, in addition to Braille and talking books for the blind, books in large print for the visually handicapped children, this could be effected through amendments to the act of 1879. This would require the appropriation of additional funds to cover the cost of producing these books, and also to provide additional facilities for their publication.

The printing and distribution of sight-saving books to such a numerically small group would never become a commercial undertaking which would attract investment capital sufficient to build and maintain one or more special publishing houses operated for profit. If textbook publishers find it difficult to make money out of publishing schoolbooks for children with normal vision, it is foolish to assume that any way can be found to maintain facilities on a commercial basis to supply sight-saving books for the less than 1 percent of children who have major visual defects.

THE RELATIVE VALUE OF BRAILLE AND TALKING BOOKS

This is a very debatable subject. Each system has its enthusiasts. The agency which I represent publishes books in both systems, and, as a matter of fact, our staff members are not agreed; my own house is divided.

A talking book is a verbatim transcription recorded on long-playing phonographic disks. These records are available solely for the use of the blind and are played on special phonograph machines. For the purpose of this discussion, we might contrast Braille and talking books: Braille is a system of writing as well as a system of reading; the talking book is a system of reading only. Braille is bulky; talking book records are compact. Braille has been in use for more than 100 years, is internationally accepted, and its printing has reached a high stage of technical perfection; sound recording, on the other hand, is constantly being improved, and so we must be aware that any radical change in this field could render obsolete present collections of talking books for the blind. The rate of reading for Braille is relatively slow, averaging somewhere between 50 and 60 words per minute depending upon the age, education, interest, and tactual acuity of the reader; the rate of reading for the talking book ranges between 150 and 180 words per minute, depending upon the nature of the copy being read. Braille is well adapted for serious reading and reference purposes; indexes, footnotes, tabular materials, bibliographies, and so forth, may be readily reproduced.

The talking book is not conveniently adapted to reference work requiring a mastery of the subject matter; its primary purpose is to provide recreational and supplementary material. Talking book records are relatively fragile and an expensive and delicate reproducing machine is required for their use; also, they are much more expensive to produce than are Braille books. One of the greatest advantages of the talking book is that it does not require a recently blinded person to learn a system of embossed print. Any blind person who understands the language, and can hear, can use the talking book without any preliminary study or preparation. The number of those persons is very considerable. It is, indeed, a boon for adults who lose their sight too late to learn Braille. It has marvelous therapeutic value for our war blind.

Braille will probably remain the principal medium of instruction in schools for the blind for a great many years, although quite a number of supplementary works of an educational nature have already been recorded. Possibly the final result will be that the talking book will supplement Braille in the education of the blind and will at the same time become the principal medium for the recreational reading of the adult blind.

RECOMMENDATIONS FOR A POST-WAR PROGRAM FOR THE BLIND

Before formulating any post-war program we should first consider the present status of work for the blind at the national level. There is one outstanding characteristic—overorganization. There are at present more than 50 national private agencies for the blind. Many of these agencies have overlapping functions so that one agency unnecessarily duplicates the work of another. At the Federal level we find several agencies of the Government administering large appropriations for the support of various services to the blind. Our main problem for the future, it seems to me, is to bring about a unified or highly coordinated national program for the blind under which both private and public agencies will have their respective roles: I therefore recommend:

1. That Federal participation in work for the blind be routed through one agency of the Government. If the policies relating to the services provided by Federal grants and appropriations for the blind were subject to review and coordination by a single Federal agency, we would then have a truly national program for the blind insofar as the United States Government's participation is concerned. Such a program would serve as an inspiration and model to State and private agencies to similarly coordinate their programs.

2. That by Federal appropriation, basic text materials in large print be provided for grades 1 through 12, to help partially seeing children both in schools for the blind and in public schools.

Mr. BARKER. Will you tell us how the American Printing House determines what titles should be put in Braille?

Mr. ELLIS. By law the determination of titles to be published under the appropriation is through a committee of superintendents of the schools, elected by the board of trustees, which includes all of the heads of the schools for the blind.

Mr. BARKER. How many titles are published annually by the American Printing House?

Mr. ELLIS. Out of the appropriation?

Mr. BARKER. Yes.

Mr. ELLIS. I do not have the catalogs before me, but it ranges between 100 and 125 full-length titles.

Mr. BARKER. How many titles are sent to the schools, annually?

Mr. ELLIS. It depends on the superintendent in charge of each school. He is privileged to order from our catalog and have charged to the allotment of his school anything he wants for use in his school. If there is nothing in the catalog that meets his requirements, he is privileged to use his entire allotment to print anything he may select for the use of his children. This may include State geographies or State histories or other any special material which would be of no interest outside of his State.

Mr. BARKER. Would you say that under the appropriation you have had you are able to supply all requests for titles?

Mr. ELLIS. We are not undertaking any extensive publications which we can postpone until after the war.

We anticipate a rewriting of geographies, histories, and books on social science. Also, there will probably be an enrichment of the curriculum, or revaluation, after the war, so we are now making reprints of books already in type, printing only absolutely necessary basic text materials during the war.

After the war, if there are many changes in the various subjects, requiring changes in text material, we will have to come to Congress and justify an increased appropriation. We have only been back three times since 1879.

Mr. BARKER. But you say you are printing enough titles at the present time?

Mr. ELLIS. Yes.

Mr. BARKER. You have no requests for titles?

Mr. ELLIS. Yes; we have an extensive waiting list for publications which we think schools can do without until after the war without suffering any serious educational disadvantage.

Mr. BARKER. The requests come from the directors of the schools?

Mr. ELLIS. That is true.

Mr. BARKER. And the determination as to whether to print those books is left with the committee, which also consists of directors of the schools?

Mr. ELLIS. Directors chosen by their fellow directors.

Mr. KELLEY. We are very grateful to you for coming this morning, Mr. Ellis, and giving us the benefit of your experience.

Mr. ELLIS. I greatly appreciate the opportunity.

Mr. KELLEY. The next witness this morning is Mr. R. W. Henderson.

Will you state your full name and whom you represent?

STATEMENT OF R. W. HENDERSON, BAKERSFIELD, CALIF., REPRESENTING NATIONAL FEDERATION OF THE BLIND

Mr. HENDERSON. Mr. Chairman, my name is R. W. Henderson; my address is 108 Morgan Building, Bakersfield, Calif.

I am an attorney at law by profession, engaged in the actual practice of my profession, and have been so engaged for 27 years. I describe myself as just a country lawyer.

I am executive director of the National Federation for the Blind, chief counsel for the California Council for the Blind, or chief attorney, a member of the board of directors of the American Brotherhood for the Blind, which publishes a magazine, the All-Story Braille magazine, and in that magazine we devote several pages each month to legislation for the blind, so it is, so to speak, the official publication in Braille dealing with that subject.

I am a member of the executive committee of the Kern County Club of the Adult Blind, which is my own local county club, affiliated with the California Council for the Blind, and through them the National Federation for the Blind. I may say, Mr. Chairman, that I am congenitally, almost blind. I see enough to go about, but not enough to read, and that condition is the result of congenital cataracts. I am a graduate of the California School for the Blind, of the Berkeley High School, and of the University of California.

In addition to practicing law I have conducted a small business, interested myself somewhat in farming and conducted a private law school, with no glaring success in any field.

The National Federation of the Blind is an organization of the blind themselves. We have State organizations in 18 States and individual members in practically every other State, with a large number of individuals and groups throughout the country who consult with us and cooperate with us and accept our program.

It is true, although perhaps not literally true, that every organization in this country that really consists of the blind and is controlled by the blind, that is, is not a representative of some agency for the blind, cooperates with the national federation. Our president puts it this way; he says the National Federation of the Blind is not an organization speaking for the blind; it is the blind speaking for themselves. We are neither professionals nor experts, except as every man who has lived a full, active, and interesting life gains some experience in particular fields, which will not qualify him as an expert, but qualifies him to speak more expertly than the experts. The experts tend to become a little bit narrowed, while we become a little bit broadened. We think our point of view is worth considering.

We have during the history of our organization developed certain things pragmatically. We have no over-all program, and, personally, I despair of the ability of any human to lay down an over-all program for the blind.

The problems of the blind are as broad as the problems of human life. The blind represent all classes, conditions, and interests of human society, and our problems and probably our differences are greater than those of other people. We cannot issue orders. Each of us has to work out his own individual method of life.

You know among boys who go to college there is the standard pattern represented by the bond salesman. Our college boys cannot fit into any standard pattern.

The subject of greatest importance to our organization is social security, not merely as a means of animal subsistence, as a means of keeping from starving, but any policy for the welfare and development of the blind must recognize social security as a part of a policy of education and rehabilitation.

We insist that a mistake so serious that we cannot fully characterize it has been made in assuming that the Social Security System was simply a subsistence system for the blind, and could not and should not possibly be used toward rehabilitating the blind and helping the blind to become independent.

The history and theory of grants or pensions for the blind was sketched yesterday by Dr. Irwin. At an early date a court in Ohio had declared a law giving assistance to the blind unconstitutional, on the basis that it departed from the concept of pauper relief grafted into the common law from the time of Queen Elizabeth (*Lucas County v. State*, 75 Ohio St. 114, 78 V. E. 955).

The highest court in the State of Pennsylvania, in 1925, handed down a similar decision in the case of relief for the aged (*Buster v. Snyder*, 282 Pa. 440, 128 A. T. L. 80; 37 A. L. R. 1515). It said that inasmuch as the relief was not confined to relief of paupers, recognized at the common law, it was an unconstitutional gift of public funds. I think it is perfectly safe to say that no court today would follow the decisions to which I have referred.

In California our first law providing aid to the blind was passed in 1919. It was merely permissive and permitted counties to grant aid to the blind upon an individual basis, and it worked out as something a little broader and a little more satisfactory than did outdoor relief.

We thought a constitutional amendment was necessary, so in our State for 10 years we carried on a campaign for a constitutional amendment. When I say "We" I mean the blind, and their friends. None of the agencies, public or private, gave us any assistance. Some of them gave us opposition.

In 1929 we carried that amendment by the largest vote which any constitutional amendment of a controversial nature was ever carried in that State.

The legislature immediately proceeded to enact laws during the following sessions, and as the sessions went on the laws were broadened and liberalized, and a great improvement developed. More or less, that is the history of other States. So we like to think in California we have been somewhat in the lead. Other States may have felt the same way, but for present purposes I cite California as typical of the history.

Then, in 1935, Congress passed the Social Security Act, and a great wave of joy and gladness and thankfulness floated over all the blind people of the United States.

Now, at last the full resources, the dignity and the vision of the Federal Government were to be added to the resources of the States, which, at that particular time, were quite inadequate to meet social needs.

But our joy was short-lived. We soon found that the Social Security Board here in Washington was dedicated to a theory of assistance to the blind which was simply a continuation of the theory of the old Elizabethan poor laws.

For example, in California the law provided that a blind person might keep his earnings up to 33% dollars a month without sacrificing his pension. The Social Security Board said that was not considering aids on the basis of individual need: "If you do that in California you will violate the law and you will not get any Federal money."

Our lawyers looked into the matter. We read the reports of the committees and the debates in Congress, and we were thoroughly convinced, and we are still convinced, that the congressional intention was to provide that the States should define needs, but the Social Security Board or Administration had the last word. There was no way to go to court about it because the State could not take a chance on losing millions of dollars.

In 1939 the Social Security Board came before the Congress and induced the Congress to put provisions in the law providing that the States must, in effect, consider individual need, and much of the broad, progressive, hopeful work that we had been doing was finally swept away.

We had found that in other fields, when the Federal Government made grants-in-aid to the States, that not only was more money given to the States, but, generally, a broadening of State policy was the result. But that was not the case with regard to these people. We wrote to Congressmen, we visited Congressmen; and we sent our president here to Washington to talk to the head of the Social Security Administration, and the head of the Social Security Administration said to our president: "There is one thing we will not discuss, and that is jurisdictional questions."

Well, the whole thing, as we understood it, and as he understood it, was jurisdictional. That practically was a statement that you can talk about anything but anything that is not important, but wherever the matter is at all important the Social Security Board's word is final, and we will not discuss or listen to anything else, and so, for 4 years we have been demanding, we are still demanding, and we will continue to demand certain changes in the Social Security System.

The first important thing that we demand is the abolition of the individual budgeting system.

Now, you Members of Congress found agriculture in a deplorable state, and you said that agriculture, and that is just an illustration, that agriculture for various reasons, whatever they might be, was unable to give to the farmers an income equal to the income which men receive who are engaged in commerce and manufacturing, and so you provided through parity payments and through soil conservation payments, in order to accomplish objectives which you deemed socially and economically desirable, you provided for subsidizing certain crops of the farmers.

Now, I come from a cotton country. We raise a lot of cotton down there in Kern County, and it is good cotton, and there is a lot of it, and these people who raise cotton receive parity payments, and you do not inquire whether the farmer is needy or not; you give the parity payment in proportion to production, to the Negro sharecropper or the white sharecropper, and you give it to the gigantic corporations who produce and deal in cotton. You do not consider the matter of individual need.

With regard to the protective tariff, you protect an industry, you do not protect the individuals in that industry who are in need.

When you adopt minimum wage laws and maximum hour laws for men, women, and children, you do not consider individual cases. You know perfectly well that the wage that is sufficient for one person is insufficient for another. You know perfectly well that the maximum hours during which a person may work without injury to his health depend upon the individual, and yet, for good and sufficient reasons in all of those cases you set flat limits, not upon an individual basis, but upon a class basis.

The reason you do not do that when you come to dealing with the blind is because you are still handcuffed by the old Elizabethan poor laws. Now, the Social Security Administration apparently is wedded to that theory. It is not a universal theory among social workers, and I hope, gentlemen of the committee, that before you have concluded that you will call before you the dean of the University of Chicago School of Social Service and ask for her opinion upon the question of individual budgeting. She says that "The 'means' test is a mean test," and it is a mean test (vol. XVII, No. 2, the Social Service Review, June 1943, p. 213).

So, we feel that if you are going to have a system of this kind you must, as far as practical, do away with individual budgeting and grant an equal amount to all who, under the law, are eligible.

Our second objection to the present system is not so serious and not so fundamental that residence requirements should to a considerable degree, as far as found practicable, be done away with.

Our people like to move about, naturally, and a good many of them feel quite strongly about that. Not our blind people, but other people in California will be a little afraid of that relaxation, afraid of the fact that the whole blind population of the country would come to California.

Mr. DAY. You have done a lot to invite them there.

Mr. KELLEY. Many people would like to go there.

Mr. HENDERSON. We have had that problem before the Supreme Court, invalidating the State law forbidding paupers to come to the State.

I merely present that because a surprising number of our people feel that the present residence requirements are unnecessarily harsh, and Senator Wagner's bill, for example, Senate 1161, does away with those restrictions.

Then another thing, and, perhaps, the most important thing in this whole subject, is that under the present system the earnings of the blind are deducted from their relief. Let me give just one illustration. We have a good many of our young blind people who are piano tuners. Generally speaking, they could not get jobs in the big piano factories. Quite a few of them do now, when they cannot get anybody else, but in the past they could not, and so they built up a custom trade of

their own. They built it up in the hard way, and they built it slowly, but the Social Security Administration said, and the States are obliged to follow, that any money you earn must be deducted until you become fully self-supporting, until you earn an amount so that you can get off of relief, you must work for the love and the honor and the joy of working. Would you do it?

I suppose that may have been all right in the case of the old people, I do not know, but it certainly was a terrible thing to do to the blind. In other words, they tied our people to public relief; they did not encourage us to get off of public relief.

Now, in California we have another law, as I told you earlier. We passed a law in California that a partially self-supporting blind person may retain his wages up to \$400 a year without any deductions, and if we do that in that particular field the Federal Government does not contribute for those people. The aid is purely a State and county matter. It works not too well, because, after all the welfare workers say, "Here, we do not want to put you on this system," because it takes more of our taxpayers' money. If we can keep you under the ordinary system we will get Federal money."

So, the system does not work very well, but still it is a very fine thing, and we are very proud of it, and the blind people throughout the country are rather envious of that thing.

In the shops in San Francisco, for example, these people in what we call chapter 3 under the State system, are allowed to retain their earnings up to 33½ dollars a month, and they draw \$50 from the State. Any earnings beyond 33½ dollars a month will be taken away from them.

So, they do one of two things. They either get on piece work and doddle along until they have earned 33½ dollars a month, or they come down to the shop 1 or 2 days a week and do not work the rest of the time. Why should they? That is not a very wholesome thing, and I find the same situation arises elsewhere. For example, the applicant is a man who cleans windows and does a little janitor work, and is partially sighted. When he gets 33½ dollars a month he quits work. If he does any more than 33½ dollars a month he is just working for the State of California, and he does not love cleaning windows that much.

Mr. KELLEY. I do not imagine he would.

Mr. HENDERSON. Some people feel he ought to. So we have considered that problem a good deal, and we have worked out a schedule, and if you will look at the last page of the paper which I handed you gentlemen you will observe there is a schedule there.¹ It is a rather generous schedule. It is based upon the California allowance of \$50 a month pension and 33½ dollars a month, or \$400-a-year exemption. So, you see, according to that schedule, a blind person who earns \$400 a year still continues to get his \$600 assistance. If he earns \$800 a year, his public assistance shown in the second column is reduced to \$400, and if he earns \$1,200 a year it is reduced still further, according to the system of reduction shown there, and if he earns \$1,325 a year, then he gets no assistance.

I do not care anything about the particular figures. They will vary and the percentages may be varied according to local judgment or local conditions or congressional judgment and congressional conditions,

¹ Printed at the close of Mr. Henderson's statement.

but I have included that there because, after much discussion, we have found that some way must be found of getting past that dead-center point, that system of contribution. If you work it out any other way, the point comes where a man could earn more money, but he would not have any more money by earning more money.

On page 2 of the memorandum which I have handed you, in the close print there, you will find a formula by which that is worked out. It will go into the record, I suppose.

Mr. KELLEY. Yes; if you wish it.

Mr. HENDERSON. Yes. I am not going to read it, because it is a formula, and everybody I have read it to so far has called for two aspirins, but it is simply stated in a formulary way.

(The matter referred to is as follows:)

C. The following provision should be written into the social-security law:

In order to meet the additional needs arising from employment and to stimulate recipients of aid continuously to strive to attain complete economic independence:

(a) No deduction shall be made from the aid granted to any blind person on account of the earnings of such person not exceeding a sum equal to two-thirds of the maximum aid to which he would otherwise be entitled;

(b) No deduction shall be made from the aid granted any blind person in excess of an amount equal to 50 percent of such earnings on account of the earnings of such person in any amount greater than two-thirds and not exceeding one and one-third times the maximum aid to which he would otherwise be entitled;

(c) No deduction shall be made from the aid granted to any blind person in excess of 75 percent of an amount equal to such earnings on account of the earnings of such person in any amount greater than one and one-third and not exceeding two times the maximum aid to which he would otherwise be entitled;

(d) No deduction shall be made from the aid granted to any blind person in excess of an amount equal to 80 percent of such earnings on account of the earnings of such person in any amount greater than two times and not exceeding two and five twenty-fourths times the maximum aid to which he might otherwise be entitled. (See schedule in appendix for illustration.)

Mr. HENDERSON. The illustration is contained on the last page, and I hope seriously, gentlemen, that the formidableness of the formula will not scare you away from a real consideration of the principle.

I think everyone who has spoken here on the subject of pensions at all has told you that he believes that some allowance should be made for the earnings of the blind, that there should not a full deduction. Well, if you are going to do that, why not be rational and carry the thing out logically?

Senator Wagner's bill, Senate 1166, says the States may allow a blind man to keep \$20 of his earnings. I think Mr. Irwin spoke about pensions here yesterday, but if you are going to do that at all, why not follow the thing out and get over that dead point and follow some such formula as I have indicated here? As I say, to a limited degree we have done that in California.

Another thing that interests us very definitely is that we are asking that in any social-security system the administration for the blind be segregated from other classes of cases.

After all, you see the wrong that has been done us because we have been confused with the old people. For all I know, it may have been perfectly proper to say to an old person, "If you are going to draw old-age assistance, you must sit in a rocking chair," but it was a terrible thing to say that to the blind. In many fields considerable individual budgeting may be necessary.

We are urging that the administration of any system of social security for the blind be distinct and that the principles stated be distinct

from those of other classes, and we are deeply concerned, and we are deeply aggrieved when we find that Senator Wagner, in his bill, which shows a very broad degree of social thinking, and which one would expect of the Senator, and which we would be sure would characterize anything that the Senator proposes, has absolutely wiped out title X, and scrambled, and lumped, and confused us with other groups.

Do not think, gentlemen, that we are selfish, or thinking of our own group only, but the testimony that you have heard here for the last 2 days must indicate to you that the problems of the blind are different from the problems of the deaf and the spastics, and the rest of these groups. Their problems are no less serious than ours.

I went to a school where the deaf and the blind were in the same school. It was a horribly confused thing. We both suffered.

So we are asking that this grant to the blind be upon principles recognizing the needs of the blind, and that it be administered properly to the blind by separate agencies from those administering relief to other classes.

Now, in the beginning I said, and I have tried to reiterate all the way through, the element of mere subsistence and the element of rehabilitation and employment and cutting off of relief were both parts, and must be inseparable parts, of any relief system. However, that does not mean that the administration must be the same, that the administration of the Barden-La Follette Act, for example, and the administration of relief must be in the hands of the same people. We are definitely opposed to anything of that kind, because when you do that, when you have rehabilitation and relief carried on by the same people, then you give to an agency the power over the blind which no agency should have. You then enable the agency to say, "Well, we have got a job for you, and we think you should do this, and you should do that, and unless you do as we say, we will cut off your aid," or if the agency does not say it, the blind person is very much in fear that it will say it.

The agencies administering programs, we find, for employment for the blind want by the use of this relief money, this aid money, to use that to subsidize their programs, and so, in one instance the head of a boarding institution, a public boarding home for the blind, came in, and he said, "I think all of these \$50 that these people would get if they stayed outside of the institution should be turned over to me." The law in California provides that if you are the inmate of a public institution you do not get any of this aid, but this head of this institution came before our State council and seriously argued that inasmuch as that \$50 was appropriated it ought to be turned over to him and he be left to hand out \$5 a month to these blind people for pocket money, and to keep the rest of it for boarding them in his institution.

You see, if that had gone through, then the next step would have been to go out into the counties and say to people, "You must come to my institution," and the counties would have said, "Well, there is that institution. We will get them off of our hands, let us send them there," and so we are fearful of too much concentration in the administration of affairs for the blind. Coordination and cooperation, yes. Absolute concentration, no.

You may simplify the present confusion in the present system, but if you think you are going to absolutely unify the administration you will destroy initiative, independence, and experimentation. You

have been trying it in all other fields, have you not, and the Federal system of administration yet cannot be blueprinted so that anybody can understand it, and do not think you can do for us what you cannot do for other people.

Allow a little independence, a little initiative, on the part of the various agencies, but just to set up an over-all control would seem entirely unsatisfactory to us.

The second matter in which we have been very much interested is civil service. We find that a large number of applicants for positions, for instance, telephone operators, dictaphone operators, and stenotype operators could be selected from the blind. There is no reason in the world why this record here today should not be taken down by a blind stenotype operator. There is no reason why, when it is read into the dictaphone, it should not be transcribed by a blind transcriber.

I have seen a hearing before the War Manpower Commission in San Francisco taken down by a blind steno typist, and then a friend of hers read her notes, she transcribed them, and she produced a beautiful transcript, and you reporters know that there are such things as beautiful transcripts from a professional point of view.

You will say that there is nobody available, that you would be glad to employ blind steno typists and blind transcribers but nobody is available. Of course, there is nobody available, because those who have trained at considerable expense and energy for this sort of thing do not get anywhere, and that discourages the rest of us from training, and so we are asking, and it is set out here in our memorandum, the exact language we are asking in civil service, we are asking pretty much that no person be disqualified from examination, reexamination, promotion, and so forth, and so forth, because of blindness—exactly the same words that are used to prevent the disqualification of women.

Now, of course, there are things that blind people cannot do, just as there are things that women cannot do, and we want that language to be sufficiently broad.

In other words, when the proper department comes to setting up civil-service specifications, the first thing we want them to ask is, "could a blind person do this job?" If he could not, then put in appropriate specifications. The fact is under their present system, the last thing they ask is, "could a blind person do this job"? In other words, instead of assuming a blind person would be competent and only disqualifying them if the work is of such a nature that they must be disqualified, they assume that they cannot do it and place the burden upon the blind person, or some agency, or some friend of the blind, to show that they are qualified. You see, there is a fundamental difference there, and we are asking for that.

The next thing in which we are interested is, of course, the employment of the blind. I think on the whole, the people administering the Barden-LaFollette Act, State and nationally, are going to do a fairly good job in training the blind if there is any use in training them. The difficulty is in getting employment.

Now, Mr. Lewis showed you here the other day his pictures and illustrations, which were not special but were merely representative and typical of the fact that there are thousands of things that blind people can do. I do not mean that any one blind person can do any of the things that Mr. Lewis shows in his book, he cannot. There

are lots of them that I cannot do, because I have not certain aptitudes, but there are a surprising number of things that blind people—not any blind person, you understand, not because they are blind, and not because any blind person can do them—but that some blind individuals can do—a surprising number of things.

Generally speaking, the people in these war plants now are not merely doing as well as the sighted workers that they work alongside, but most of them are doing better, and do you know we are having trouble about that? It happens this way: In a plant I know of there has been a great deal of dissatisfaction among the workers; the morale was not high. A blind man, through the efforts of various people, largely my own local club, got work in that plant, and he turns out more work than anybody else down there. He is cheerful, he is pleasant, and everybody likes him, and his influence in that plant distinctly makes for good morale. The group leaders tactfully say to the men, "Can't you do this thing like that blind man does over there?" There is no answer, but they will not employ another blind man there because he might not be as good, don't you see, and then the argument would be lost.

Now, that sounds fantastic, gentlemen, but that illustration I absolutely know of, and I know of others throughout the country. The concentration and interest that these blind workers put into their work is simply astounding. Here this man down here is assembling things, and his whole life is wrapped up in it. He is just as much wrapped up in that thing as I am in my profession. He assembles those hooks, something that goes on the bays of bombers. Why, he is as much interested in that as I am in my profession.

That man was sitting quietly at home, drinking a little beer and being a pleasant guy and drawing his pension. More was not done for Lazarus than was done for that man. Many of our people are working in these war plants, and most of them are doing things that they can do in times of peace, but people do not believe that. I hope we have convinced you here in these 3 days, but if I came to you and said, "Why do you not get a blind person to take down the record of this hearing on a stenotype, and why don't you get a blind person to transcribe it, if it is taken down in shorthand?" you would say, "Well, I do not believe a blind person can do it." That is always the way.

Now, these blind people, of course, cannot sell themselves, because, after all, if they could they would be Congressmen.

Mr. KELLEY. If I may interrupt you, there have been some of them.

Mr. HENDERSON. Yes; and very good ones.

Mr. KELLEY. Yes; very good ones.

Mr. HENDERSON. But these people are doing routine jobs, and they are capable of doing routine jobs. They are mechanics, and you cannot expect them to be supersalesmen, and the only way we found to interest employers is pretty much for a blind man to go around and say to the employer—he has to be a capable man, he has to have mechanical ability, he has to have person-ality, and he has to have salesmanship ability—but we get them, and we will get more, but not as many as we would like, to go to the employer and say, "Now, there are certain jobs in your factory that blind men can do." The employer says, "It can't be done. Shut my eyes. Why, I could not do anything like that, if I shut my eyes." The blind man says, "See here, would you let me show you?" Well, if he is a nice fellow the

employer cannot tell him no. He must give him a chance, so the blind placement agent goes in and he shows the employer that he can do it, and gets on friendly terms with the employer, and he says "I have just the man who has particular ability for this job."

Well, the employer has been shown, after all, that he was wrong once, and so he says, "Bring your man along." Now he says, "Will you bring him here; how does he get here?" The blind placement agent says, "I got here," and the employer says, "Yes; you got here all right," and he says, "Is the other fellow as good as you?", and the agent says, "Why not?", and that is pretty much the way, and the only way of placing these people

We are asking that in the United States Employment Service placement agents be established. We do not want them to supplant any other service or any other thing under the Barden-La Follette Act, but we want a placement service established, directly in touch with industry, so that it shall be recognized as a part of the employment situation, a part of the industrial system, and not merely an outside agency that is trying to help the blind, which is always associated with charity. After long and careful study of the situation we have come to the conclusion that if placement agents could be established in that way a long step forward would be made.

Now, of course, gentlemen, there are many other things in which the members of the National Federation of the Blind are interested. There is not anything connected with the blind in which we are not vitally interested, and upon which we would not be qualified to speak, and upon which we would not have a right to speak, but we have developed through the 4 years of our history as the most fundamental things the things that I have outlined here.

Now, I have handed to you gentlemen a memorandum covering what I have said this morning, and I ask that that be incorporated in the record.

(The statement referred to is as follows:)

MEMORANDUM OF NATIONAL FEDERATION OF THE BLIND

The National Federation of the Blind is an organization of blind men and women. It consists of organized councils in 18 States and individual members in practically all of the other States. In addition, every organized group of the blind in the United States actually consisting of blind men and women and controlled by blind men and women not officially affiliated with the federation accepts its program and cooperates with it. The National Federation of the Blind is not an organization speaking for the blind—it is the blind speaking for themselves.

I

The National Federation of the Blind considers social security and training and employment of the employable blind as inseparable. Under the present system unless a blind person is able at once to become self-supporting his earnings are deducted from his aid. This means that no encouragement is given to attain independence unless the recipient of aid can become wholly self-supporting at one bound. Unless the blind are given a floor of security and aid to them is so administered as to enable them to retain a substantial portion of their earnings while still receiving aid, that is to say, until their earnings and their aid are sufficient to make them fully self-supporting, any plan of vocational rehabilitation will largely fail. Any plan of social security should be based on the principle of compensation to the blind for their loss of earning power arising from blindness.

We recommend that the social-security laws be amended in the following particulars:

A. The pauper theory should be repudiated and an equal grant to all who are eligible should be substituted for the system of individual budgeting.

B. As far as practicable residence requirements should be abolished in relation to aid to the blind.

C. The following provision should be written into the social-security law:

"In order to meet the additional needs arising from employment and to stimulate recipients of aid continuously to strive to attain complete economic independence—

"(a) No deduction shall be made from the aid granted to any blind person on account of the earnings of such person not exceeding a sum equal to two-thirds of the maximum aid to which he would otherwise be entitled;

"(b) No deduction shall be made from the aid granted any blind person in excess of an amount equal to 50 percent of such earnings on account of the earnings of such person in any amount greater than two-thirds and not exceeding one and one-third times the maximum aid to which he would otherwise be entitled;

"(c) No deduction shall be made from the aid granted to any blind person in excess of 75 percent of an amount equal to such earnings on account of the earnings of such person in any amount greater than one and one-third and not exceeding two times the maximum aid to which he would otherwise be entitled;

"(d) No deduction shall be made from the aid granted to any blind person in excess of an amount equal to 80 percent of such earnings on account of the earnings of such person in any amount greater than two times and not exceeding two and five-twenty-fourth times the maximum aid to which he might otherwise be entitled." (See attached schedule for illustration.)

D. If the system of grants in aid to the States by the Federal Government be continued the Federal Government should not limit the amount of the State grant to which it will contribute one-half, and provision should be made for a higher percentage of Federal contribution to the poorer States.

E. We respectfully insist that the social-security system for the blind should be provided in a separate title of any act relating to social security and that its administration should not be combined, confused, or scrambled with aid to any other group.

II

We recommend that the civil-service laws of the United States be amended so as to include the following:

"No person shall be discriminated against in any case because of his or her blindness or impaired visual acuity, in examination, appointment, reappointment, reinstatement, reemployment, promotion, transfer, retransfer, demotion, removal, or retirement."

This is the language used in Federal and State statutes to protect women. We find more limited language in some State statutes to be objectionable and inadequate.

III

We recommend that the regulation of the United States postal authorities forbidding the sale of bottled pop by vending stands operated by blind persons under the Randolph-Sheppard Act be abolished. We find that the sale of bottled pop in stands operated by the blind in Federal buildings other than post offices has occasioned no difficulties and it appears to us that the regulation of the postal authorities forbidding such sales is arbitrary and without reasonable foundation. We further find that the amount required to be paid by blind operators of such stands to revolving funds in some States is excessive. These stands operated by the blind in Federal buildings have not only given dignified and independent living to a number of blind men and women but they have proved a great convenience to those working in such buildings.

IV

We recommend the enactment of a law providing that the United States Employment Service shall employ placement officers whose exclusive duty it shall be to secure employment for the blind in the civil service and in private industry. We believe that one such employment agent should be appointed in each State having a population of less than 2,000,000 with one additional agent for each 2,000,000 population or major fraction thereof. Such placement agents should be selected from blind men and women or men with limited eyesight. Such blind men and women understand the needs of the blind and they are in a position to demonstrate to employers the capacity of the blind. If such placement agents were appointed where they would be in touch with industry, the

schools, commissions, and vocational rehabilitation services in the several States would have no difficulty in offering adequate training to the blind, and the blind themselves, realizing that a constructive plan for their employment had been adopted, would be stimulated to secure training and to feel a sense of independence and competency. However the appointment of such placement agents in the United States Employment Service should not take the place of or limit the operation of rehabilitation training and placement by any private, State, or other Federal agency. However it is essential that the appointment of such placement agents by the United States Employment Service should not take the place of or limit to any degree the operation of rehabilitation training and placement by any private, State, or other Federal agency.

The foregoing program does not cover all fields of necessary service to the blind. It does emphasize those constructive measures which the national federation in 4 years of activity has come to consider as most important. It is our considered opinion that the suggestions for broadening the employment of the blind above outlined by taking many of the blind off of relief rolls will much more than pay the expenses of their administration.

We further submit that the reduction in the cost of administration of the social security system and the productive effort of those who will be thus taken off the relief rolls arising from the changes which we have submitted will in large measure reduce the additional cost of an adequate social security system. The productivity of those who are thus given employment will increase the taxable wealth of the Nation.

Respectfully submitted.

JACOBUS TENBROEK,
Berkeley, Calif.,
President,

R. W. HENDERSON,
Bakersfield, Calif.,
Executive Director,
The National Federation of the Blind.

Schedule illustrating operation of sliding scale aid to the blind

[Based on annual need of \$600 which is the maximum aid in California and the least amount on which any person should be expected to subsist]

Earnings per annum	Public aid per annum	Total income per annum
\$0	\$600	\$600
\$400	600	1,000
\$800	400	1,200
\$1,200	100	1,300
\$1,325	0	1,325

Mr. HENDERSON. I have here a mimeographed book, "The Blind and Social Security,"¹ a collection of addresses, letters, and other papers on the social security matter which I have touched upon, particularly including a reprint of an article from the University of Chicago Law Review, which I offer for the record.

Mr. KELLEY. All right.

Mr. HENDERSON. I have here a booklet, "Insight,"¹ volume I, which is the yearbook of the California Council for the Blind. It includes, among other things, an article by the president of the national federation, an article by the president of the California Council for the Blind, a report on post-war rehabilitation by a committee of the Alameda County Club of the Blind, and pictures and other things, and an article entitled "The Blind in a War Year." I offer that for the record. I put it together, but I did not write it myself. I think it is pretty good reading. May I give each of you personally a copy of that as a thing that you can look at?

¹ Held in the files of the committee.

Mr. KELLEY. Thank you.

Mr. HENDERSON. I offer Resolution 203,¹ adopted by the National Federation of the Blind at its recent convention.

I am going to ask that Dr. Newel Perry, president of the California Council for the Blind, and director of advanced studies for the blind at the California School for the Blind, be permitted to file with you later a statement on the higher education of the blind.¹ So much interest was shown here yesterday in the collegiate education of the blind that I think a statement by Dr. Perry on that subject would be of interest.

Mr. KELLEY. I think we would like to have that, would we not?

Mr. DAY. Yes, surely.

Mr. KELLEY. Yes, we would be pleased to have it.

Mr. HENDERSON. I would like also to ask Perry Sundquist, head of the division for the blind in the California State Welfare Department, to submit a report on the California system of aid to the partially self-supporting blind, which is wholly administered by the State. I have spoken of that, and Mr. Sundquist can give you figures and facts on that that I cannot give you.

Mr. KELLEY. We will be glad to have it.

Mr. HENDERSON. And may I repeat the hope that I have expressed that you will call Dr. Edith Abbott of the University of Chicago.

Mr. KELLEY. We have made a note of that.

Mr. HENDERSON. Or somebody else in her department to present their point of view on this question of individual budgeting. I would have submitted their article except that primarily it dealt with old age, but it is even more applicable to the blind.

That does not cover all I want to say by a long ways, but everything I wanted to say at this time.

Mr. KELLEY. There are many things that can be covered. It is a vast problem and you have been a very interesting and informative witness. I am glad to have had you here, and I know the other members of the committee feel the same way.

I take it, as was expressed here yesterday, or maybe the day before, that the matter of segregation is a bad one. In other words, that the blind should continue among their normal associates, in their normal environment, and that even these training centers are not good things for the blind, that they should be trained in the public schools and in the colleges.

Mr. HENDERSON. In the colleges, very definitely. Probably in the high schools. It is my judgment that in most cases a blind child will develop more normally in a residential school for the blind, unless he is particularly a bright individual and his family are particularly intelligent. I think that I would put it this way: Generally speaking, there should be no segregation, but segregation for short periods under appropriate conditions may be desirable. That is my own feeling.

I wish that I had time to go to New Jersey and look over the situation there as developed by Mr. Meyer. That must be a very interesting situation.

Mr. KELLEY. How many blind do you have—and I am now assuming the technical definition—in California?

Mr. HENDERSON. About 7,000, I think.

Mr. KELLEY. How many of them are self-supporting?

¹ Printed in the appendix.

Mr. HENDERSON. We have no way of knowing. Because of the relief system, you know of the ones that are not self-supporting. Every now and then I run across blind people that I never heard of before that are self-supporting. Of course, there are a number of blind people who just stay at home and do not even receive aid. The same exists in California as exists in other States.

In 1933 Mr. Sundquist, through a W. P. A. project made a survey of which some people are very proud. He sent questionnaires to all the blind people in the State that he could find. I know that he did not find a good many. I know that a good many others did not answer with that degree of accuracy that would be necessary for statistical purposes.

We have had quite a program out there in California in the field of higher education. I think that we have been fairly successful. All of our blind college graduates are not successful.

Something was said here yesterday about the mistake of educating the people who do not attain the best academic standards. It is a question, is it not, whether the man with the Phi Beta Kappa key does better than the rounder when he gets through college. I have known some of our boys in the legal profession that just got by by the skin of their teeth, but they are doing a lot better now than the Phi Beta Kappa boys. You just cannot figure these things out. You cannot apply a test which will show that this blind man is going to be a lawyer; that this man is going to be a broommaker and that this man is going to be a piano tuner.

We blind people want an opportunity to fail just like everybody else.

Mr. KELLEY. And to succeed?

Mr. HENDERSON. Yes; to succeed and also to fail.

Mr. KELLEY. Mr. Day, do you have any questions?

Mr. DAY. I was interested in the constitutional amendment in California that you finally succeeded in having adopted. What is the scope of that amendment?

Mr. HENDERSON. It simply provides that the legislature may spend public moneys for the assistance of the blind. I think that today practically any court in the land would hold our laws constitutional without that amendment. At that time, back in the twenties, it was extremely doubtful whether you could do anything for the blind in the way of relief unless based on a pauper system. Of course, aside from settling the constitutional question, the constitutional amendment gave us a great deal of publicity and power when it came to getting our laws improved.

Mr. DAY. Of course it had the effect of stimulating legislation.

Mr. HENDERSON. Yes. I should say in view of recent legal holdings recognizing the much larger scope of government activities, it is legitimate. There is nothing very significant in the amendment itself.

Mr. DAY. If we want to make these amendments to article 10 that you have outlined a matter of Federal legislation, we will not be under any embarrassment.

Mr. HENDERSON. Absolutely not.

Mr. DAY. From a constitutional standpoint.

Mr. HENDERSON. After all, in the question of unemployment insurance under the Social Security Act, in the *Charles C. Steward*

Machinery Company case (301 U. S. 548; 578 S. Ct. 883), the Supreme Court said in effect that this is not an insurance system. We considered two things: First, we consider the tax as a tax, and is it a valid exercise of the taxing powers; and, secondly, we consider whether the bestowal of public money upon the objective here contemplated is a legitimate use of public funds.

Counsel arguing against the unconstitutionality of the law in the *Steward case* said that it was a question of a sound insurance system. The Supreme Court disposed of it by saying that it is not an insurance proposition at all. You simply tax these people and they get the money. If it is a legitimate tax, all right.

Now, the next question for us to consider is whether the expenditure of money for those purposes is legitimate, and they said it is. In view of those decisions, there is not any question about the constitutionality of the changes that we advocate.

Mr. DAY. It would just be the enlightenment of the Congress that would be necessary.

Mr. HENDERSON. Yes. Of course, a good many Members are enlightened, but the thing has to go through these two important committees, the Ways and Means Committee in the House and Finance Committee in the Senate, and those committees are just now busy raising money to carry on the war and we do not seem to be able to get these things considered without going through the Ways and Means Committee of your House and the Finance Committee of the Senate.

Mr. DAY. Let us hope that we shall have a better atmosphere in the post-war period.

Mr. HENDERSON. We simply cannot quit on this thing. We are not complaining, but we find that we must keep presenting our point of view.

Mr. DAY. You have made a wonderful presentation here today. It has been very enlightening and constructive.

Mr. HENDERSON. It has been very interesting to be here. I want to thank the committee for hearing me on this matter, and the information that I have gained here in the last 2½ days I will be able to pass on to my own organization.

The Section of Services for the Blind comprises a small staff, as is true of all functional units of the Office of Vocational Rehabilitation. This section is an integral part of the total rehabilitation organization. It is services by the functional units specializing in physical restoration, research, fiscal, management, advisement, and counseling processes. The regional representatives who service this part of the program as a part of their regular duties have held conferences with the officials of the State agencies and have assisted them in the preparation of State plans and budgets. This assistance is being continued with all phases of program operations. In Washington, the Division of Administrative Standards reviews the budgets and processes the grants. The Physical Restoration Section advises in the provisions of restoration of sight services for those employable blind persons whose cases are susceptible of treatment and provides consultative services in the correction of physical disabilities which add to the handicaps of blindness. The Advisement, Training and Placement Section collaborates with the Services for the Blind in the development of tests, advisement techniques, and case-work procedures. In

developing aptitude tests for manual dexterity the experience of the New York Institute for the Blind and the trainee acceptance center operated by the Board of Education in Philadelphia is being drawn upon. Similarly, the tests being developed by the Surgeon General's Office of the War Department in a training center for blinded soldiers at Avon, Conn., and the Valley Forge Army Hospital at Phoenixville, Pa., are being developed. The Research and Statistics Section is studying and reporting upon various problems to be solved in the rehabilitation of the blind. In initiating a program for the industrial placement of blind persons, assistance is being given by a small committee of outstanding leaders in work for the blind, who are familiar with the industrial employment of blind persons. Another study is under way that seeks to determine the number of blind persons employed in agriculture, the professions, and white-collar occupations; and to ascertain what factors have contributed to their success or failure in these occupational pursuits. In the immediate future, three assistant regional representatives, working out of San Francisco, Minneapolis, and Washington, will devote full time to the advisement of State agencies in the organization and development of all services for the blind, such as case finding, physical restoration, vocational counseling, prevocational training, vocational training placement, and after care.

The Section of Services for the Blind is developing methods and procedures to assist the State agencies in directing services toward the employment of blind persons in six major fields, namely (1) industry, (2) vending stands and commercial enterprises, (3) professions and other white-collar occupations, (4) agriculture and rural occupations, (5) workshops, and (6) home industries.

A number of factors enter into the magnitude of the problem which confronts the State agencies in the rehabilitation of the blind. The newly blinded person has to conquer fear. He fears personal injury; he fears economic dependency; he fears the paternalism of his family and friends; he fears the possible belief in the minds of both the employer and the public that his loss of sight destroys his ability to work. If the rehabilitation program is to succeed, the State agencies must assist the blind in removing these fears and in demonstrating to the public and to the employer that blinded persons come from all walks of life with a great variety of skills and talents which can and should be used in many occupations.

The program for rendering services to the blind on a State level includes the following functions, all or part of which may be required for successful adjustment:

- (1) Locating blind persons in need of rehabilitation.
- (2) Investigating each case to determine individual needs.
- (3) Physical and vocational examination and diagnosis.
- (4) Medical, surgical or psychiatric treatment for the disabilities that may exist in addition to blindness as a handicap to employment.
- (5) Vocational counseling to assist the blind person in planning his rehabilitation.
- (6) Prevocational instruction.
- (7) Vocational training facilities either connected with or separate from the special workshops for the blind.

(8) Maintenance and transportation, where financial need exists, for the rehabilitation training period.

(9) Occupational tools, licenses, and equipment where necessary and financial need exists.

(10) Placement in employment.

(11) Supervision in employment.

To render these services, an adequate State staff, with the proper qualifications to help blind persons prepare for and secure employment in the various occupational fields, is essential.

Mr. BARKER. There have been a number of veiled suggestions, and echoed by you this morning, that the Civil Service Commission has not done all it should to assist in the placement of blind persons. I wonder if you would give us a little further comment on that and some factual information as to whether or not that is true.

Mr. HENDERSON. I have their own suggested amendments. The Civil Service Commission wrote to Congressman Myers that they did not like that amendment. That indicated an attitude that we think was not liberal. There was some outfit that got hard up for lawyers, so it was provided by some special board approved by the Civil Service that blind people might take the civil-service examination for this pool of lawyers, but before they did it they had to submit their applications through the Bureau of Services for the Blind and it had to be approved by the Bureau of Services for the Blind. Now, I am not intimating in any way that the Bureau of Services for the Blind would not approve any application that was submitted. We do not have very many people who can take these examinations. We would have more if it were understood that they would be given a fair break, but we have had people trained as stenotypists and people trained as dictaphone operators whom nobody hired, so the other people who would like to do that sort of thing just do not do it. Why should they? We have the picture of Mrs. Hartman in California. For over 20 years she has been a dictaphone operator in one of the big hardware firms. She is a very competent person.

Mr. KELLEY. We have received some correspondence written and typed by blind stenographers. It is very excellent work. If it were not so stated on the letter, we would not have known the difference.

Mr. HENDERSON. My secretary says that the best correspondence we receive in our office is from Miss Edna Schmidt, a blind woman, who is associated with the National Federation, and my secretary says that her correspondence is by far the neatest that comes to the office from anywhere.

Mr. BARKER. Mr. Henderson, the committee sent inquiries to the bureaus of vocational rehabilitation throughout the country and we received a reply from Mr. Hicker, the Chief of the Bureau of Vocational Rehabilitation of California, and in his reply he states that the resources now available are sufficient and that the Bureau of Vocational Rehabilitation is fully capable of the task of providing any needed rehabilitation service to all of the physically handicapped residents of the State. I wonder if you would comment on that. That is as to California.

Mr. HENDERSON. Yes. Of course, as to whether they have enough money to do the thing, obviously I would not know anything about that. Hicker would know. Obviously, as a public official, being what officials are, if a public official says he has enough money to do a

job he certainly has it, because the tendency of public officials is to say that they do not have enough.

Now, Harry Hicker is a pretty good man. We like him. He comes to all our councils and participates. We have some beautiful fights. He does not always do what we want, and a lot of things he does we do not like, but he comes to our meetings and gets right down in the arena and we take after each other. It is real cooperation. I am very fond of Harry.

In the past he has been willing, I think, to give a good deal of training. He has been pretty good about it. He has been quite liberal.

In the past, until just recently, he has offered no facilities for placement. He has said that it was his opinion at least that under the set-up, State and local, he could not appoint a placement officer for a particular class. I do not know where he got that, but that is what he has been saying and the result has been that a good many of the people he has trained have not found an opening.

A good many people who would like to get training do not take it because they do not think they could get a job. There is a vicious circle. The agency says, "If you can find somebody who will guarantee you a job we will train you." Well, well, well, people do not guarantee jobs years ahead. That is a hard chance to take. The weakness in the Hicker program in California is that there have been no placement agencies. Now, recently he has appointed two men, one a Californian, and another one, a man from New York. That helps a lot. The one difficulty is that they will not leave those people to work for the blind. They want them to work for other groups. They keep them in the cities and will not give us a chance with them out in the country.

I think it is true, as Hicker says, that the facilities for training are adequate but there is no use developing a thing if you cannot use it. There is not any use having facilities for training unless you can give those people jobs, and I think if you will continue to employ at least two placement agents—there ought to be more—the situation will improve. We now have a field worker in connection with the California School for the Blind a very remarkable and useful young man from whom we are looking for great things, so we are feeling very good in California.

Mr. KELLEY. I want you to know that the committee appreciates your assistance in making this study. You have been of great help today.

STATEMENT OF DAVID RESNICK, DIRECTOR OF PUBLIC RELATIONS, NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS

Mr. RESNICK. I am David Resnick, director of public relations of the National Society for the Prevention of Blindness. I have been a member of the staff of that organization for the past 17 years.

The organization I represent is not directly interested in work for the blind, but we have an indirect interest. Our program being the the prevention of blindness and the conservation of vision, we are particularly interested in the visually handicapped persons who are not blind.

In addition to the blind there are hundreds of thousands, probably millions of people, who suffer from defects of vision. We are interested in that group as well as in those who see.

One of the things that interests us is the possibility of restoring sight through medical care and surgery to those who are now regarded as blind, particularly some of the children in the schools for the blind, and if there is set up a centralized Federal agency for the blind such as has been suggested by some of the previous witnesses here, that should give an opportunity for determining, when children enter schools for the blind, if there is a possibility of restoration of sight, of doing something about it.

The organization I represent through correspondence with counsel for the committee, has furnished some material,¹ and I would like to leave here in addition a copy of our last annual report. I notice that it was not forwarded.

In addition, when I return to New York I will forward to you two books published for the Society recently by the Columbia University Press. One is entitled "Eye Hazards in Industry,"¹ and the other is entitled "Education and Health of the Partially Seeing Child."¹ There may be some information in those books that might be helpful to the committee in considering problems of medical treatment and vocational training and placement of the visually handicapped.

I would like to comment here, incidentally that the cause of the prevention of blindness has been greatly aided by Congress through its grants to the Public Health Service for the control of syphilis and gonorrhoea, in recent years, and in the past few months through its grant for the control of tuberculosis, which it made to the Public Health Service. In this way, indirectly, it has helped to prevent blindness.

Mr. KELLEY. Is blindness caused by tuberculosis?

Mr. RESNICK. Tuberculosis of the eye is one of the many causes of blindness.

The Congress has also made available funds to the Public Health Service for its Cancer Institute and for an industrial hygiene program, and it occurs to me that there might be a possibility of this committee doing something to bring about funds for research in the causes of blindness; funds that could be given to the Public Health Service in the same way that these other funds were made available for cancer, venereal disease control, and the control of tuberculosis.

Mr. KELLEY. Have there been no funds set aside for research in the prevention of diseases of the eye?

Mr. RESNICK. I believe that Commander C. E. Rice who is present in the room had better answer that.

Commander C. E. RICE. Not specifically, Mr. Chairman.

Mr. RESNICK. Previous witnesses here have referred to the need for books in large type. I would like to add my voice on that subject and say that there is a particular need for books in large type for the upper elementary and high-school grades in the sight-saving classes. There are in the United States today approximately 9,000 children enrolled in the 600 sight-saving classes for the education of children with serious visual handicaps, but there is need for more classes in this country. I believe one other witness has mentioned the fact that

¹ Held in the files of the committee.

there are approximately sixty or sixty-five thousand children that need such classes.

Another gap in the program for the visually handicapped is the inadequacy of medical care available to those who do not have the money to pay for it, and it is common knowledge that there is need for a greater number of free eye clinics. One of the problems today is the fact that there is a shortage of trained ophthalmologists. Even before the war there were not enough ophthalmologists in this country—and with so many drawn into the Army and Navy, an insufficient number of ophthalmologists are available to the civilian population today, particularly in rural areas.

Mr. KELLEY. That is a temporary situation, is it not? Without the war, there would be a sufficient number, would there not?

Mr. RESNICK. The country could use more ophthalmologists.

I do not have any further points to bring before the committee at this time.

Mr. KELLEY. How many centers are there, or institutions in the country, devoted to the prevention of blindness?

Mr. RESNICK. There are a number of State and local voluntary organizations throughout the country. I do not have any figures here but I will send this information to the committee in order that it may be incorporated in this statement.

(The material is as follows:)

The latest count shows 1 regional as well as 6 voluntary State societies for the prevention of blindness (counting the District of Columbia as a State) and 18 official State programs, the latter group functioning through the administrative set-up of the department of welfare or social security, the board of education, as an independent State unit, or as a program in the division of health and welfare. All of these public and voluntary agencies operate independently of the National Society for the Prevention of Blindness, which has no branches but serves as a liaison agency with promotional and educational program dealing with every known aspect of sight conservation. In addition to the above-mentioned agencies, 20 State medical societies have appointed conservation of vision committees, and privately supported programs for prevention of blindness are functioning in 22 local communities.

Mr. KELLEY. For the prevention and cure of blindness?

Mr. RESNICK. The prevention of blindness.

Mr. KELLEY. Not the cure?

Mr. RESNICK. One feature of the prevention of blindness program is medical care to prevent blindness or to restore sight.

If there are any other questions that might occur to you later, and you will write to our society in New York, we will do the best we can to answer them for you.

Mr. BARKER. You heard the testimony of the doctors of the American Medical Association who were here the other day?

Mr. RESNICK. I was not here that day.

Mr. BARKER. I think that I can summarize by telling you that they said there were sufficient ophthalmologists in the United States. Now, what is the position of the National Society for the Prevention of Blindness on that point?

Mr. RESNICK. I do not want to get into any controversy with the medical profession, particularly ophthalmologists. Personally, I do not feel qualified to dispute the statements of the ophthalmologists who were here as witnesses.

Mr. BARKER. I might say that they conceded that you should have some additional centers, but they were of the opinion that those who

could not afford to pay could be taken care of satisfactorily by any centers that were set up. Now, you mentioned the chief problem was an economic problem. Does the national society have any figures on the number of people in the United States who need eye care and cannot afford it?

Mr. RESNICK. That has been something that has been bothering us for a number of years. We have frequent inquiries from people who want to go to a free clinic, and we know that the free clinics are crowded and that they are not available at all in rural areas but we have no exact information on the number of individuals who use these free clinics or need the services of such clinics. This information may be available, but offhand I do not know where it is.

Mr. KELLEY. Thank you very much. The committee is indebted to you for the information that you have presented.

The committee will stand adjourned until 9:30 o'clock tomorrow morning.

(Whereupon, the committee adjourned to reconvene at 9:30 a. m., September 1, 1944.)

INVESTIGATION OF AIDS TO THE PHYSICALLY HANDICAPPED

FRIDAY, SEPTEMBER 1, 1944

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
Washington, D. C.

The committee met at 9:30 a. m., Hon. Augustine B. Kelley (chairman) presiding.

Mr. KELLEY. The committee will be in order. I wish to say for the committee that it was very sorry it had to interrupt proceedings yesterday, but it was something that could not be avoided and the committee appreciates the generosity and the sacrifice which the witnesses made who stayed over.

The first witness we will call this morning will be Mr. Gabriel Farrell.

STATEMENT OF MR. GABRIEL FARRELL, DIRECTOR, PERKINS INSTITUTION

Mr. FARRELL. My name is Gabriel Farrell. I am director of the Perkins Institution and Massachusetts School for the Blind and have been for 13 years. I am a lecturer on the blind at the graduate school of education of Harvard University. I am a trustee and secretary of the American Foundation for the Blind. I am chairman of the A. A. I. B. committee of the war blinded. I am a former chairman of the joint committee on national legislation of the American Association of Instructors of the Blind and the American Association of Workers for the Blind.

As the Perkins Institution was mentioned several times in the hearings, your counsel has asked me to tell a little of our activities.

The Perkins Institution was chartered in 1829 as a school for blind children. We have now 240 children from Massachusetts, Rhode Island, Maine, New Hampshire, Vermont, and a few from other parts of the country. Our program runs from kindergarten through high school with facilities for post-graduate study.

In 1840 Perkins established the first workshop for the adult blind in this country. Later in the century we started home industries for our former pupils which led to the employment of home teachers. This activity was transferred in 1907, when Massachusetts established the first State commission for the blind in the country.

Perkins also operates the Howe Memorial Press, which manufactures appliances and games for the blind. It is one of the five presses in this country embossing books for the Library of Congress. We maintain 1 of the 26 regional libraries distributing Library of Congress books to the adult blind of New England.

We are beginning in September our 25th year of training teachers for the blind in courses offered by the Graduate School of Education of Harvard University. During these years we have trained over 300 teachers from 35 States and from 18 foreign countries.

I would like this morning, however, to speak primarily in the interest of blind children.

First, we might raise the question of how many blind children there are in this country. If we accept Dr. Hurlin's estimate of 230,000 as the number of blind persons in this country, we can obtain the number of children by applying the percentage of blindness according to age groups prepared by Mr. Sanders in his revision of the National Health Survey and published in the Social Service Bulletin of October 1943. I do not have a copy of those figures with me, but I know that he estimated the ratio under 25 years of age at 5.8 percent, and applying that percentage to 230,000 indicates that there are a little over 13,000 blind people under 25 years of age.

We know that about 6,000 are in schools for the blind. I think it would be well to make some study of where the rest of them are. We would, of course, have to eliminate first of all those who are under school age. That would be a relatively small number. For that group there are two institutions in this country; the Boston Nursery for Blind Babies and the Nursery School for the Blind in Los Angeles. Then we would have to exclude the number under 25 years of age who have either completed their schooling or who, because of inability to carry on in school, have been dropped by the way. That still would leave a considerable number that we ought to be concerned about.

Regarding them I would like to make three observations.

First, we will find that many of these children have physical disabilities other than blindness which make it impossible for them to attend regular schools for the blind. That would include the crippled, the brain-tumor cases, the cardiac cases, diabetes, and other disabilities.

In connection with that group of multiple handicaps, I might mention those who are deaf, blind, and mute. There is need for a good deal of work with the adults in that area. Perkins, however, is trying to make available facilities for the deaf-blind children. We have 10 children who are deaf and blind in the school now. As we take them from all over the country, we are performing a national service in that area. We can teach deaf-blind mutes how to speak, and we teach them to understand the speech of other persons by placing their fingers on the face muscles and feeling the vibrations and interpreting these vibrations into what we hear through our ears. I think that is one of the most interesting pieces of educational work in the world today. This is not new with us because it began in 1837, when Laura Bridgeman came to Perkins and was the first deaf and blind mute ever to be taught the use of language.

Helen Keller was at Perkins for a time and her teacher, Mrs. Anne Sullivan Macy, was a graduate of our school. However, there are many others with other physical handicaps.

My second observation is that we will find a large number of children who are mentally deficient and unable to keep up with the established school programs. We have to maintain high standards in our schools if we are going to equip blind boys and girls to compete in the world with seeing boys and girls. Therefore, we do not have facilities to take care adequately of the mentally retarded. There is great

need for development in that area. There is but one school in the country devoted to the blind mentally deficient. That is the Royer Greaves School in Pennsylvania.

A third observation pertains to the borderline cases insofar as vision is concerned. The maximum vision for a pupil in a school for the blind is 20/200. But we will find in many schools a number who go beyond that maximum, and we are of the opinion that there are an increasing number because of the decreasing number of children who come within the definition of blindness in the schools. Many schools are extending their facilities to include these borderline cases, and frequently those over the borderline.

In connection with this group, I would like to second the many suggestions made about the need for large type in books for the partially seeing. I would like, however, to suggest before we embark on that very expensive program that some consideration be given to the possibility of some magnifying device which would make available all textbooks. It seems to me that in this scientific age some device could be developed which would enable the present small type to be sufficiently magnified so that people with limited vision could use it. I have been trying to interest a number of groups in that recently, and probably when the pressure of war activities is over some of our scientific minds can give it more thought. I do think it is a field very deserving of consideration.

I made the statement that the number of children in the schools for the blind is decreasing. We have been concerned about that for the last few years because there is evidence of that in our own school, which has dropped in 10 years from 275 to 242 pupils. I have recently completed a tabulation of the enrollments in all schools, all of the 58 residential schools, and in the public-school classes in the 22 cities having these classes, taking these figures from the enrollments reported to the American Printing House for the Blind and covering the last 15 years. These figures show a decrease in enrollment from the peak year of 1939 of 6,628 to 5,820 last year, with 6,108 the year before. I mentioned 1943 because the decrease in 1944 is not to be attributed to a decrease in blindness but to the fact that a large number of our older boys and girls have left school to engage in war work and some of them may return. I would be glad to leave these figures with the committee for further study, but I would like to point out that there are a number of extraneous factors that make it rather difficult to draw valid conclusions.

I showed these figures to one man who was interested in restoration, and he explained the drop in the State in which he was interested by the fact that a few years ago a restoration program had been established which in itself may show the possibilities of that field.

Other schools increased at about the same time due to the fact that through W. P. A. funds buildings were enlarged or new buildings were erected. In addition there is the factor that I have mentioned that schools are being more liberal in their admission of these partially seeing children.

A study made by McKay and Lowenfeld a year or two ago indicates that 10 percent of the children in our schools for the blind have too much vision to be there. These figures, I think, also have a bearing on the subject which was mentioned several times; namely, the need for vocational training. There again, before embarking on any

large new program, I think we ought to give thought to the utilization of the facilities which exist through the smaller enrollments in our schools. Up to this time, however, we have never considered schools for the blind as vocational schools. Our job has been to give to blind boys and girls the same type of education that they would have had if they had sight and had gone to their community schools where they live. Our program in general is from kindergarten through high school, but with a certain amount of specialization in the later years of high school, depending upon the aptitudes discovered in the pupils. It may be that we ought to give more thought to definite vocational training.

At Perkins we do give and have always given some definite professional training. For example, we have for many years trained professional piano tuners, and as an indication of our success I may say that we have serviced all the pianos of the Boston public school system for 60 years and continue to do that work. Many of our graduates are exceedingly successful. One of our graduates who died a few years ago went to Canada and was knighted by the King of England. He left an estate of \$3,000,000. He was educated at Perkins Institution and left there, as he often told me, with nothing but a piano-tuner's kit.

We prepare young people to be teachers of piano.

We now definitely train young people for secretarial and office work, Ediphone and dictaphone operating, typing and switchboard operating, and we can prepare young people to readily take up office work.

Another field in which we have given training is poultry, with some touch on farming. The largest poultry farm in New England is conducted by a Perkins graduate. We are not doing that now because recently there has been established, at Henniker, N. H., the Barnes Farm School for the Blind, and we feel that young people will get a better training on a farm than by the limited facilities we have at our school.

During the past year we were able to train a number of boys in machine-shop practice—lathes, drills, and so forth—utilizing the instructor and facilities of a federally sponsored program conducted in the Newton Trade School, of a nearby city, and we were able to place these boys in good jobs in war industries.

I know that not all the schools throughout the country have these facilities and can provide their pupils with these opportunities. We have been trying during the last few years to share some of our facilities with blind children throughout the country by offering each year four scholarships to outstanding graduates of schools for the blind throughout the country to whom we give, without cost to them or the State, a year of graduate training in any field which they elect. It has been rather interesting to observe that we have been able to do a lot for the young people who have come to us, not only educationally, but through physical restoration, and we have sent back two young women practically seeing people because of our facilities for medical care and operation.

I would like to say just a word about higher education. We have always recommended that our outstanding young people should go to college. I have here in my folder records of over 200 who have gone to college from Perkins, beginning with a man who entered

Harvard in 1840, and two of our young people are entering Harvard this year; one who completed his work at Perkins in June and another, a totally blind boy, who was so brilliant we felt he needed the competition of public schools and we put him in the Watertown High School, as he lives in Watertown.

One other boy is entering Bates College.

We have a long record of young men and women who have completed their college courses in the field of law. A few years ago the outstanding graduate of the Boston University School of Law was a Perkins graduate who has since become judge of the probate court in his State. One of our young men graduated from Notre Dame last year and was awarded a 2-year scholarship in the field of philosophy. Many have been successful in osteopathy. I think care should be exercised in sending only those who have a great deal of ability and who have the personality to make their places in the seeing world.

I think I should like to say in summary that this country has reason to be proud of its schools for the blind. I think we have done a grand job, and I think the people who are in the schools are deserving of that appreciation.

I will grant that some of the schools are weak; that they could be strengthened, and that they ought to have more financial support. Perhaps they might do better with less political control, but generally blind children have ample opportunity for education. Our concern, until recently, has been the restricted opportunity for blind youth to use the training which they receive. Right now that is not a problem, because all over the country employers are seeking blind people to work. There may come a time when blind people will have to go out and seek work again.

It is our hope that the interest that has been aroused and has been expressed in such a gathering as this means that we are going to try to find a way or to establish a program that will enable the blind to carry on and to earn the self respect which comes from an opportunity to work.

I would like to recommend, then, first, concern for those who are not in school, those with multiple handicaps, and the mentally retarded who may need large provision for custodial care. There should be a wider interest in the partially seeing. There should be a study of vocational training facilities and an enlargement of these facilities. We must have that if we are going to benefit by the opportunities which are now made available under the Barden Act.

In making these programs I would like to suggest that we ought to be sure that the programs are flexible enough to give consideration to the individual needs of blind people, and also to give consideration to the resources of the communities in which they live.

Let us not make the mistake of training young people in fields where they will not have an opportunity to use their training. I recall that we trained a young woman as an Ediphone operator and sent her home to her small city, and when we went to investigate we found that there was not an Ediphone in the whole city. We have since found her a job in Boston. We should study the communities because I believe it is essential that we ought to try to place our blind people back in the communities where they live, where they are known, and where they will always have people ready to help them.

I would like also to give a word of warning about watching the interpretation of the word "employable" in this legislation. Anything that can be done to make a handicapped person capable of remunerative employment I believe is the object of Public Law 113. We may have to do a lot of educating to convince people that blind persons are employable. Our chief difficulty in the past has been that many of them are not convinced that any blind person can be employable. If there is a strict interpretation of that word, you may find that the blind will not get the benefits from that legislation which we are anticipating.

This in general is about what I would like to contribute to the committee, but because I did not come prepared to speak definitely, I would like permission to leave with you material and perhaps send you some material later.

I would like to leave some articles on the training course we give, because I think that would be of interest. I would like to leave the reprints of two articles which I have published, one in the Survey and one in Hygeia, the magazine of the American Medical Association, dealing with the problem of the war blinded.

I think that I can make available for you in a few days a paper which I am now working on, on Blindness in the United States, which I am preparing for the Social Work Yearbook of the Russell Sage Foundation, which covers the extent of blindness, causes of blindness, educational facilities in the United States, governmental provisions for the blind, and a statement regarding the progress of the program for the war blinded. I am not at liberty to give it to you immediately without the consent of the Russell Sage Foundation, but I am sure that they will want to make this material available to you. If they do not, I can give you the contents at any time you want them because I think it is a fairly comprehensive survey of the problem of blindness in the United States at the present time.

Mr. BARKER. I would like to ask you to tell us a little more about the practical methods or mechanics of your school; that is, how do you get the pupils and what are the requirements for entrance to the school, both academic and financial?

Mr. FARRELL. We accept pupils from the New England area except Connecticut, and will accept any children who have less than 20/200 vision. They have to be capable of carrying on our education program. If they are obviously not mentally handicapped we will accept them. In the last few years since we have had more room, we have been a little more liberal in taking some of these borderline cases because a year or two of living in a residential school with medical care sometimes enables us to build them up so that they really can make progress.

The children come to us through the State workers. In each State there is now a department for the blind. Their field workers contact blind children. The parents of a blind child in Massachusetts apply to the Department of Education for admission of that child to Perkins Institution and we accept the child after investigation of his ability. We carry that child just as long as he continues to progress. The State pays us a tuition of \$600 a year. Our per capita cost is over \$1,200, the balance coming from our endowments, as we are an endowed institution.

Our program within the school is pretty comprehensive. We feel it is our job to take a blind child and equip him for life and that means more than just the A B C's. We have every facility to give that child medical and surgical care through the cooperation with the Boston Hospitals of our medical staff. We send back every year three or four children with restored vision to public schools.

We have a psychiatric social worker on full time. We think we have the best psychological service in the world. Dr. Harris on our staff is also consultant for the Pennsylvania Schools, and he has, in the last 20 years, adapted all of the psychological achievement and intelligence tests for the use of the blind. These are made available to all the schools for the blind in the country. We also use physiotherapists, and we have two speech-correction teachers.

Our school is divided into cottage groups with 20 pupils in a house, with teachers living with them. The teachers have social contacts with the pupils and teach them how to dress properly, how to eat and how to prepare themselves for life. In our senior high school we have five departments, college preparatory, general literary, musical, vocational, and industry courses.

Mr. BARKER. Do you think it is wise policy to educate these blind children regardless of the question of placement? In other words, is it of value to them? Should not a child have a right to have a liberal education?

Mr. FARRELL. Every child in this country has the right to the best education that he has ability to absorb. Blind children perhaps need it a little more than any one else. I think every blind child has a right to every bit of education he can absorb, but I think we should guard against too much education; that is, sending them to college, with people with whom they cannot compete because they cannot get employment.

Mr. KELLEY. Is your school open to colored people?

Mr. FARRELL. Yes; we take Negroes—anyone. We have had people from Asia and from Europe. Last week I had a cablegram from the Minister of Education in Egypt asking if we would take a young man from there. We take them according to their ability to carry on the work.

Mr. KELLY. When was your school established?

Mr. FARRELL. It was chartered in 1829, the first school for the blind in America. About 1830 or 1831 there were three schools in New York, Philadelphia, and Boston. Having observed the work in Europe, both Dr. Fisher and Dr. Howe determined that work for the blind in America should be built on training rather than on the charity basis which characterized the work in Europe, and it has been done in that way in large measure up to the present time. Our theory is that with training a blind person can take a contributory place in the economic and social life of the community. Our record, up till the last 25 years, when employment became more complex, bears out that principle.

Mr. KELLY. It seems to me, from the testimony given before this committee, that your schools have been doing a very fine piece of work, but it seems there are not enough children who take advantage of them. As I understood you, you said you have 250 pupils.

Mr. FARRELL. Two hundred and forty.

Mr. KELLEY. Certainly there are many more children who could use those facilities. Those who have the mental capacity to use the advantages in other institutions such as your provide.

Mr. FARRELL. I would say, Mr. Chairman, that we have practically all of the children in our area that are capable of using our school. I can think of three or four who are not in school and one or two whose parents want to educate them at home, two or three whose parents can send them to private schools, and three or four who cannot bear to send their children to a residential school. But I would say that we have practically all that are in our area.

Mr. KELLEY. What about those who are outside of your area? I wonder if there are sufficient facilities to take care of them, such as you have in your area?

Mr. FARRELL. Perhaps not in the areas where the work for the blind has been recently established. We have behind us 100 years of pretty well-organized work. In the States where the field work is just beginning, it having been stimulated by the Social Security Act, it may be that there are some who are not getting the benefits. I think, however, that you would find that they could be included in the present system as it exists in this country, with perhaps a little assistance. In some of the poorer States there is need for more financial support to carry on a better Federal program.

I would question whether we need more schools, because they are pretty well-scattered throughout the country. I do not believe the blind children in New England would get the same benefits they are getting in our schools if we had five schools in the States that we cover. Perhaps large regional schools big enough to have more resources, might be more effective.

Mr. KELLEY. I suppose these schools are, for the most part, endowed or subsidized. Are there no institutions such as yours where private funds are provided, for investment?

Mr. FARRELL. For investment?

Mr. KELLEY. Yes.

Mr. FARRELL. There is no school that is an investment. The Royer Greaves School for Mentally Retarded Children is run by Mrs. Greaves who has an interest in such children.

The Massachusetts school, the New York school, the Philadelphia school, the Pittsburgh school, and the Maryland school were all started by private interests, and they are all independent of State control, except the States do contribute, either through tuition or appropriations. Outside of that group, all our schools, I think, are State-supported and State-maintained. They are State schools.

Mr. KELLEY. There are many, many agencies for the blind in this country outside of the schools. I suppose they all make a good contribution to the cause of the blind. But would you say there are some of them that do not?

Mr. FARRELL. All I have any knowledge of, I believe, are working to the best of their ability and to the extent of their resources to help blind people. I do not know of any organizations that are not.

Mr. KELLEY. They might be inefficient, or something of that sort.

Mr. FARRELL. They might do a little better job. But take some of the big organizations throughout the country, in New York and Massachusetts; they are all trying to do their work as effectively as possible.

Mr. KELLEY. There could be a good deal of overlapping in these various agencies throughout the country in reference to aiding the blind.

Mr. FARRELL. In Massachusetts we have only one private organization, the Massachusetts Association for Promoting the Interests of the Adult Blind, and that does not overlap the State program, but it does supplement it. Where the State allotment to a blind person is fixed by law, and the field worker knows of a man who has had sickness in his family and needs a little extra help, the Adult Association is ready to assist in that case. They also have been trying to establish experimental work to develop new fields, and I think that is one of the functions of the private organization, to explore new fields and to see what things can be done to help the blind. They can do it more freely than a publicly-controlled institution.

Mr. KELLEY. Wherever you have a great deal of public sympathy with that group it seems to me there is always some activity for exploitation by the group of people who do not care how they make a few dollars. I desire to learn whether there has been any exploitation of the blind group in this country.

Mr. FARRELL. I am not aware of any except the reported groups that were started around the country to develop a program covering interest in the war-blinded. I understand quite a number of them began to spring into existence, until it was pretty widely circularized that there was no need for those organizations, that the Federal Government was providing every care for the war-blinded. I think that is the only organizations that attempted to do that. I doubt if any of the old established organizations do exploit the blind.

Mr. KELLEY. Of course, you always find some unscrupulous people who would take advantage of a situation of that kind. I wondered if any such situation prevails anywhere in this country, to your knowledge.

Mr. FARRELL. Of course, that might happen in the case of blind beggars that you sometimes see.

Mr. KELLEY. I would not think that they come in the category I am speaking of.

Mr. DAY. I think what you are trying to get at is whether the witness knows of any such organizations.

Mr. KELLEY. That is right.

Mr. FARRELL. I do not.

Mr. DAY. I should not think there would be; it is about the last group that anybody in the country would want to infringe upon.

Mr. FARRELL. I think the public is quite gullible to any appeal for the blind. I think you could raise a lot more money for the blind than for any other group, and I think you have to guard against that.

We had some trouble a few years ago with men who went around selling articles which they claimed were made by the blind. They even said that they were made at Perkins. We had telephone calls to that effect, and had to put the police on the job in that case. But those individuals were not connected with any of the established organizations.

Mr. DAY. How much is your endowment now?

Mr. FARRELL. I honestly do not know.

Mr. DAY. Roughly, how much is it? You can estimate it, can you not?

Mr. FARRELL. Well, perhaps it is \$5,000,000.

Mr. DAY. You get bequests from time to time?

Mr. FARRELL. From time to time; yes. We make no appeals. We ask for no contributions, except once a year we send out a letter of appeal for our deaf-blind work, as our endowment is for the blind children in New England. We do it partially for educational reasons and partly because we need the money for that special department.

Mr. DAY. In the scope of your endowment you are permitted to take pupils from anywhere?

Mr. FARRELL. We can take pupils from anywhere; yes.

Mr. KELLEY. I think you have a very fine institution, and the committee is indebted to you for the fine statement you have given us.

Mr. FARRELL. If I can be of any help to you further in your studies of this subject, I hope you will call on me.

Mr. KELLEY. Thank you very much.

STATEMENT OF IRVING M. SELIS, PRESIDENT OF THE ASSOCIATED BLIND, INC., NEW YORK

Mr. KELLEY. The next witness is Mr. Selis. Will you give us your full name and the position you occupy?

Mr. SELIS. Mr. Chairman, my name is Irving M. Selis. I am president of the Associated Blind, Inc., of New York.

The Associated Blind was organized in 1938 by a group of blind people for the purpose of working toward the economic, social and cultural advancement of all blind.

The Associated Blind is controlled directly by the blind. All of the officers are voluntary workers. We just maintain a paid office secretary.

I would like to say a bit about the educational program. That program is a very necessary part of the life of the blind. Of course, there are very many different opinions as to how an educational program should be carried out. It is feeling that we might start with the child; the shape of the future of the child is the most important thing. We have classes for the blind in public and high schools in New York City, and we feel that many more of those classes should be instituted throughout the country, or some provisions should be made where the blind child could be brought to one of these schools for his preliminary education.

We feel that it is very important for the child to grow up in an environment with seeing children. The habits of the seeing child in that way are acquired, as well as a more normal development, and this also creates closer understanding between the seeing child and the blind.

Of course, we all know that in a great many instances children are rather cruel. We have all heard of a child seeing a blind child in the same class, and the seeing child calling the blind child "cockeyed" and so on. That is purely due to lack of education, and as time goes on the blind find themselves more and more isolated from the seeing world.

I feel that in an over-all program time should be devoted in all public schools to explain the difficulties of the physically handicapped.

This would bring about a more desirable understanding.

To come back to the child itself, I think there should be provision made there, if there does not exist a class for the blind or for the partially sighted in a community, the blind child should be brought to where there does exist such a class. The blind child could be boarded in that community throughout its public school and high-school education. Of course, where we have the blind child with additional deficiencies, then a residential school might be the only thing.

After the public- and high-school education we have the college. There is another point.

In New York City we have quite a few college graduates with degrees of one type or another including a number who have passed the bar examination, and who are today operating newsstands. That is a terrible disappointment to these people. Many of them should never have gone to college. Instead they should have been given vocation training for a specific job. Only those who are found to be capable of using the college education after they have attended college, and where there is a good possibility of their education being used in a profession for which they have studied, only then should they attend college.

However, prior to the war, vocational training would have been useless because work for the blind could not be found, and a program for public education as to the capabilities of the blind worker was never greatly stressed. Therefore there is the need for the Government to designate additional items to those already being made by the blind, such as mattresses, which I understand is done successfully by the blind in several places.

The respective States should be educated to the point where piano tuning in all public schools, high schools, and universities should be designated for blind tuners. Then if a blind person were trained to be a piano tuner or a mattress maker, there would be a job for him.

It has been my observation that there is too much stress being placed on musical education for the blind, entirely too much. I really think that the greatest majority of parents who have a blind child somehow are imbued with the feeling that their child is going to grow up to be a great musician. It seems that music and blindness are synonymous.

Of course, music is a wonderful thing for everybody, but I think there has been too much hope raised among the blind which makes them feel that they are going to make their living from music.

What is the result? I know that in New York most of our beggars have had a marvelous musical education, so they are on the streets playing a saxophone or an accordion, or singing or doing something along that line. In other words, I think it is very important to have a job even before we train the blind individual. Let us train the individual for the job.

I want to speak briefly now on title X of the Social Security Act. Of course, there has been much said about that, and I only want to emphasize the need for changing title X in that act. In my opinion title X has created a game of "Cops and Robbers." The administration of title X, I am speaking particularly about New York City because I do not know how it is administered in other parts of the country, but it has been very poorly administered in New York City.

It is quite frequent that a blind person cannot get along on the subsistence allowed, and as a result must resort to begging. Of course, such a man must do that so he will not be caught at it. If he lives in New York he will go far out in Brooklyn and if he lives in Brooklyn he will come to New York, because he does not want anybody to know about it, and certainly he does not want to meet his investigator.

The situation has come about where the investigator—this man should be humorous, but it is true—has been given a number of nicknames, such as "Walter Winchell" and "Pussyfoot" the reason for this being that some of the investigators have been very, very conscientious in their jobs, walking in upon these persons around 8 or 9 o'clock at night to see what they are doing, opening the icebox and saying, "Where did you get this or that," and of course you can readily realize that such conditions are horrible.

Of course, I might say that at the present moment because of the war emergency and the fact that I think there are less blind people on the rolls, due to present employment conditions, the situation is not as bad, but unless something is done very soon, after the war the conditions will revert to what they were.

Therefore, I certainly think that title X should be amended and substituted by an annuity which would furnish the incentive to work.

Under the present system there is really little benefit for an individual to find employment unless he can earn enough to become totally independent.

I might say there are a good many blind people, as a matter of fact, a majority of them, who would much rather work, but they are afraid to take that chance, as most of their earnings would be taken away from them.

Another existing condition is that in several of our agencies in New York City there are blind people working who earn more than the Social Security Act permits, but because there is so much red tape involved in reapplying for assistance in the event they lose their jobs, it has been agreed to keep them on assistance. That is why I made the statement about "Cops and Robbers." So title X is not working well at all.

Now, Mr. Chairman, I would like to say something about the social program of the Associated Blind.

The social program that we conduct is on a basis of bringing blind and seeing people together. I remember several years ago attending a dance at one of our agencies in New York City where seeing people were present, and when it came to serving refreshments, ice cream and cookies, the seeing persons were told "Oh, no; this is not for you; it is only for the blind". That is a horrible thing.

Our program is arranged on the basis of interest to seeing persons. We do not want them to be bored when they come to our dances and our bingo games, and we are doing our best to get the blind who attend these gatherings to conform to the ways of seeing guests who are our friends.

We have recently had our sixth annual celebration. There were over 450 attending. I think the proportion there was about 300 blind to about 150 seeing people.

Of course we are accused of spending our money on seeing people where it should all go to the blind. But we feel that we are doing something worthwhile because out of this program our blind make

friends. A blind girl makes a friend of a seeing woman who can go shopping with her and visit with her, and go to the movies and make more of those seeing persons her friends. We are very proud of our social program.

I think that is all I am going to speak of right now. When your hearings come to New York there will be a good deal of prepared material that we will have to submit.

Mr. KELLEY. Are your activities confined entirely to New York City?

Mr. SELIS. No they are not. We have a few people coming to our social functions from New Jersey. We are in correspondence with several blind people in different parts of the country.

As an illustration, we had a youngster in Brewster, N. Y., 16 years of age, who has been finding it rather difficult to carry on his high-school work there. He was the only blind person going to high school in Brewster and he was ready to leave Brewster and come to the big city to look for work. We advised him that he had plenty of time to worry about making money, and since his family can take care of him, he should not leave Brewster but continue his education.

Of course, we continue to communicate with him, and other people from time to time and we receive inquiries about one thing or another throughout the year from people all over the country. We feel that wherever it is possible a blind person should not be too hastily brought into earning his living. He will come up against that part of his life soon enough and the educational background or vocational training that he receives is very, very important.

When the late Senator McNary introduced the annuity plan in Congress, we received some 800 comments on the plan. We were very much interested in it at that time, and we received these comments from practically every State in the Union.

Mr. DAY. I wanted to emphasize this matter of checking up on the blind. You mentioned that, and you spoke of it as "pussy-footing" around. What do you think is the foundation of that?

Mr. SELIS. I do not know, except that the investigator probably feels that the blind person is lying all the time and that he has a bankroll socked away somewhere. As a matter of fact, several years ago when Miss Flanders was supervisor of the division for the blind of the welfare department a committee went to bring these points out to her and Miss Flanders frankly said that the investigator is human. Each individual has his own way of wanting to do things, and there is very little that can be done about it. She conceded that if an investigator had family troubles or an argument with her boy friend the night before she would not be as nice the next day when she went out on her calls. However, if she is in a very good mood she may say to the person she is investigating "All right, I will see about giving you a little more on your allowance." If she is grouchy she says, "Well, what you are getting is enough." You see, the whole problem is left to a human individual to prescribe to other human beings, and naturally we understand that since the human element enters into the matter, it makes things very difficult.

Mr. DAY. Does the State of New York maintain a very large staff for that kind of work?

Mr. SELIS. The staff has been much larger than it is today; they have consolidated all investigation work recently. They previously

had investigators just for the blind, and others for old age, and that has all been combined together which makes it very bad, as far as the blind are concerned, because the investigator is basing his or her interpretations on the same basis as he or she would with an aged person, and we know that certainly cannot be done.

Mr. DAY. That has a very bad effect upon the blind, does it not, from a social standpoint and a cultural standpoint?

Mr. SELIS. Yes, very bad.

Mr. DAY. That is all I have to say.

Mr. SCANLON. I was going to ask the same question that Mr. Day asked, Mr. Chairman, and I think the gentleman has answered it. In conjunction with that, I had a committee of the blind call on me in Pittsburgh and they had the same difficulty. I went to the proper authorities in Pittsburgh and had them sort of relax a little bit. They had threatened to drive the blind off the streets as there is an ordinance in Pittsburgh which prohibits them from doing any begging on the streets. The police relaxed a little bit and did not see all of the stuff after we talked with them, and they feel a little better in Pittsburgh now.

In conjunction with Mr. Day I believe that these investigators do more to break the morale of the blind in particular, than any group of people I know. I know from reports that I get from back home they show that the gentleman is absolutely telling the truth when he says they come in and go into their ice boxes and refrigerators and open them up and ask them where they got this and that, and ask them all of those questions.

I hope that this committee can relieve that situation and if we can bring in some recommendation to take care of that situation, I believe we will be well paid for our time and effort in trying to do something for this one group of people.

Mr. BARKER. Will we solve the problem if we get the investigators to relax, or is it not true that the fundamental problem is a change in title X.

Mr. SELIS. Yes; the fundamental problem is a change in title X.

Mr. BARKER. In other words, the investigators, in their human way, are trying to enforce the law that they are supposed to enforce.

Mr. SELIS. Some of them, and we could never understand why, go much beyond that. Some of them may feel that if they bring back reports of improvement, that they found this, that they should not have found, or that that they should not have found, that maybe they will become a supervisor or something. We could never understand that.

I will admit that there is a possibility of a person on blind assistance getting a little more either by soliciting on the streets, or a neighbor may bring in an apple pie to them or a relative may send something in, which is only natural. A blind person has said, "Well, so and so has been very kind to me." The investigator went to see so and so and said "Would you assume the responsibility of contributing, let us say, two or three dollars a month to this person?" Feeling that if the neighbor would do that she or he could go back and say, "Well, off comes two or three dollars a month from the welfare department's budget."

Now certainly a neighbor will do these things on a neighborly basis, but they will not undertake to contribute a certain amount of money each month.

Mr. KELLEY. There should be some control over the investigators, not only in those cases where they are working for the blind but investigators who are working with people on relief. They were not investigators, they were snoopers, and certainly some control or some discipline should be had over the investigators. I realize that they do those things, I hate to admit it, but it is true, to further their own advancements, as you say.

Are there any other questions?

Mr. SCANLON. If some ways and means could be devised whereby we could have an educational program carried on, in my observation I believe the blind people would far rather go out and earn their own living than receive any charity from any community from any State, or any organization, is not that the truth?

Mr. SELIS. There is no question about that.

May I cite two instances, and they are very similar. There were two girls, one totally blind, and one partially sighted, but for one reason or another they could not get work. Of course, many blind people cannot get work. After a period of years, the two girls became rather unbearable, ready to snap, ready to fight. Incidentally they are both members of our organization, and we had a good deal of trouble with them along these lines, trying to show them the right way.

One of them had been on blind assistance and the other, because her mother was working in a candy factory, earning, I think, \$15 to \$18 a week, and there was no father in the family, the welfare department felt that the mother should take care of the girl, the girl being 32 years of age. Well, naturally in that family, since the girl was not working and could not get any assistance the mother had to clothe and feed her. There was always this friction between the mother and the daughter. The mother would throw her out of the house, she would get so fed up, and of course in an hour or two the mother would repent. The mother would say "Go on; pack and get out of here. I do not care what you do; I cannot tolerate you any more." The girl would start getting her things together and crying. Well, the mother would start crying and then say, "I am sorry," and everything was patched up.

Well along came the war, and very strange both of these girls say "Thank God for the war" because they found employment, and you would not know the two girls today, as they are jovial and jolly, getting along with everybody, and they are earning a living. I think they are each earning \$16 a week. They are not working in a defense plant, but they found employment in a button factory where they mount buttons on cards. Whether this employment will continue for them after the war we do not know, but if the same condition is going to exist after the war that existed previously, it is going to be pretty sad.

These are two instances that we know of where the war has really done something for two blind people. It is very bad that they have to thank the war for it, but they were both becoming mentally unbearable.

I think that answers your question.

Mr. SCANLON. Yes, sir.

Mr. DAY. You mentioned that if there is any way possible to individualize a certain line of work for the blind where they would turn that over to the blind without competition of the seeing, it should be done. There may not be much of a field for that, but I think that would be valuable.

Mr. KELLEY. Such as making mattresses?

Mr. SCANLON. Covers for mattresses and piano tuning.

Mr. KELLEY. Yes; and piano tuning.

Mr. SCANLON. If the public schools would stipulate that only a blind person can tune the pianos or musical instruments in their schools it would be helpful, and I think that is a very good contribution to the committee.

Mr. KELLEY. Yes.

Mr. SELIS. The matter of State's rights may come up, gentlemen, but I think this is a very important issue, and I do not know whether the States really should interfere if the Congress feels that such action is advisable and it certainly is.

Mr. KELLEY. I guess that is all, Mr. Selis.

Mr. SELIS. There is one more point that has come up time and time again regarding a census of the physically handicapped, and Mrs. Phillipson, our sighted assistant, mentioned something to me about that, and it may be of some value. So I asked her to say something about it to the committee if it is satisfactory to the committee.

Mr. KELLEY. It is all right with the committee and surely we will be glad to hear her.

We appreciate your contribution, Mr. Selis, and also the fact that you remained over, much to your inconvenience I imagine, but it was just something that happened and that we could not avoid yesterday.

Mr. SELIS. Well, I was glad to do it.

Mr. KELLEY. The committee is glad to have had you here and certainly we are enriched by your statement.

STATEMENT OF MRS. ANNA PHILLIPSON, SIGHTED ASSISTANT TO THE OFFICERS AND COMMITTEES OF THE ASSOCIATED BLIND OF NEW YORK, NEW YORK, N. Y.

Mrs. PHILLIPSON. I am Mrs. Anna Phillipson, sighted assistant to the officers and committees of the Associated Blind of New York.

The matter of ascertaining a census of the various physically handicapped persons throughout our Nation has appeared prominently during these hearings.

I think good advantage could be taken of the present emergency set-up in relation to the information which air raid wardens have been required to ascertain.

I have served as sectional director of the first airfield disaster service in the city of Yonkers, N. Y., and I know one of the functions of the air-raid wardens was to find out the number of physically handicapped persons in his sector.

After this information was procured from the residents, copies were made in triplicate, one copy being retained by the warden for his own files, one copy for the city civilian protection head, and one copy for the State head.

Because the air-raid warden resided in his respective district it was found that he was either well acquainted with every physically handicapped person therein, or because his services were of a protective measure, the information was given without hesitancy.

I believe this information could be procured by your committee by contacting the State heads of the civilian protection service, asking

their cooperation in this matter, and I am sure they would welcome an opportunity to serve you in such a worth-while undertaking.

Mr. KELLEY. Do you think that we could get a census of the physically handicapped through that?

Mrs. PHILLIPSON. The blind and physically handicapped.

Mr. KELLEY. We include them in that category.

Mrs. PHILLIPSON. Yes.

Mr. KELLEY. You think that we could get a census of all of the physically handicapped by asking the air-raid wardens and the State heads of civilian defense throughout the United States?

Mrs. PHILLIPSON. Yes.

Mr. DAY. Of course, they check every home.

Mr. KELLEY. That is a good idea.

Mrs. PHILLIPSON. It is necessary for every air-raid warden to know each person so handicapped who has to be removed.

Mr. DAY. That is, in case of disaster?

Mrs. PHILLIPSON. Yes.

Mr. KELLEY. That is a very fine suggestion; we had not thought of that. Thank you very much, Mrs. Phillipson.¹

Mrs. PHILLIPSON. Thank you very much, Mr. Chairman.

Mr. KELLEY. The committee will stand adjourned until 10 o'clock next Wednesday, September 6.

(Thereupon, at 11:20 a. m., the subcommittee adjourned until Wednesday, September 6, 1944, at 10 a. m.)

¹ Investigation revealed that the data had not been collected and compiled.

INVESTIGATION OF AID TO THE PHYSICALLY HANDICAPPED

WEDNESDAY, SEPTEMBER 8, 1944

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
Washington, D. C.

The subcommittee met at 10 a. m., Hon. Augustine B. Kelley (chairman) presiding.

Mr. KELLEY. The committee will come to order.

The first witness this morning is Miss Elizabeth Wickenden, of the American Public Welfare Association.

Will you please give us your full name and the position you occupy?

STATEMENT OF MISS ELIZABETH WICKENDEN, WASHINGTON REPRESENTATIVE, AMERICAN PUBLIC WELFARE ASSOCIATION

MISS WICKENDEN. Mr. Chairman, my name is Elizabeth Wickenden. I am the Washington representative of the American Public Welfare Association.

The American Public Welfare Association is the organization of public-welfare agencies, their officials, and workers. It is, therefore, the point of view of persons administering public assistance to the needy blind that I want to present to you today.

As you know, the public assistance program authorized by the Social Security Act provides that the Federal Government can match State and local assistance grants to three classes of needy persons—those over 65 years of age, dependent children, and the blind. Most of what I have to say applies to all three groups, but I will relate my remarks primarily to the blind, since that is the group now being studied by the committee.

The present provisions of the Social Security Act permit the Social Security Board to match State and local payments to the needy blind up to \$20 a month. In other words, the Federal Government will pay half of any grant up to \$40 a month.

Under this program in June of this year a total of 57,899 needy blind persons were receiving aid.

I might say, in addition to that, there were approximately 15,000 persons receiving aid under State plans, wherein the Federal Government did not participate.

Monthly payments averaged \$28.70 a month, ranging from a high of \$47.44 in California to a low of \$11.64 in Mississippi.

No one is better aware of the inadequacy of these payments than the workers in public welfare departments who administer them.

On the basis of their experience, they have made two recommendations, through this association, for raising the level of assistance payments.

First they recommend that the present arbitrary limit of \$20 a month which the Federal Government will match be removed so that the State and local agency may determine the full amount needed in each individual case and receive funds from the Federal Government on that basis. This would seem to be consistent with the theory now so widely advocated of leaving these decisions wherever possible to the States. At the present time many States feel that the maximum figure written into the Federal law has established a standard which they should follow. They are inclined to believe that \$40 is all an individual ought ever to receive since that is the figure fixed in the Federal law.

While our association recommends that the Federal Government match any figure without a maximum limitation, we feel that if this is not possible in any case the figure should be raised. If there is any maximum limit to what the Federal Government will match in the way of a State payment, we think provision should be made for additional amounts to provide medical care. In other words, any maximum fixed may be sufficient to take care of the ordinary needs of an individual person, but if he becomes sick or has some unusual health problem that needs to be taken care of, we feel that there must be some extra provision made for that.

Removing the ceilings would obviously not help the poorer States like Mississippi where the present average monthly payment is only \$11.64. In Alabama the average monthly payment is only \$15.95; in Georgia it is \$13.85; in South Carolina it is \$18.25; in North Carolina it is \$16.24; in Virginia \$16.32. It is our feeling that in these poorer States payments can only be made more adequate by the Federal Government bearing a larger proportion of the cost. Actually, at the present time the least Federal money goes to the States where the need is greatest.

We do not propose any specific formula for varying amounts of Federal contribution, but it has been suggested that in pending legislation the Federal Government pay up to 75 percent; that is, that the matching vary between 50 and 75 percent, depending upon the per capita income of the States. Those States whose per capita income was below the average might receive between 50 and 75 percent in Federal money.

While we favor State and local administration, we feel the Federal Government should point the way toward more adequate standards and should render aid in such a way as not to discriminate against States with the least resources.

I would now like to turn to two points on which public welfare workers, for the most part, find themselves reluctantly in disagreement with some of the witnesses who have appeared before you. There is no doubt about agreement on the objective: We all want a plan of assistance which will assure needy blind people an adequate livelihood and will permit them to live in dignity and self-respect. We all want adequate medical care for those whose sight could be restored or improved. We all want other rehabilitative services and jobs for those who could be rendered employable. But for those who must rely on public assistance for livelihood we do feel that a flat

pension system or a separate administration of all services to the blind would serve their best interests.

A flat pension system that provides a fixed monthly payment to blind persons regardless of need has the obvious advantages to the State of simplicity of administration, and for the individual it removes any possible embarrassment involved in the investigation of his situation. On the other hand, unless Congress and State legislatures are willing to appropriate far more liberally than has hitherto been the case, it is almost impossible to arrive at a single pension figure which will actually fit the needs of all the people receiving aid. The blind bachelor owning a house, a small plot of land, and an annuity might find a \$40 pension very adequate. But it would be hard to explain to the blind father of a large family down the road who was completely dependent on this aid why he should receive the same. From his point of view the pension plan would seem discriminatory.

However, many progressive public welfare administrators recognize the justice of some of the complaints that have been made against the system of individual budgeting and have been endeavoring to develop satisfactory solutions. By liberal budgeting policies many States find it possible to permit blind recipients of public aid to keep small earnings. Other States have experimented with a modified pension plan whereby assistance recipients are guaranteed a minimum income. For example, in Massachusetts old people are assured a minimum monthly income of \$40. If they feel this suffices for their need, no individual budget is made for them and they are given a cash grant sufficient to bring their monthly income up to \$40. If, on the other hand, their needs exceed \$40, their grant is made on the basis of their individual situation. This method would seem to have much to recommend it.

I do not know, offhand, of any case where that plan has been applied to the blind, but I do not know of any reason why it should not be, and it seems to me it has a great deal to recommend it.

The question of separate administration of services to the blind raises a basic administrative problem. It is natural that some blind people confused and harassed by the difficulty of dealing with many agencies should think longingly of the possibility of centering all their concerns in one agency which would devote its whole attention to the problems of the blind.

There would seem to be two major arguments against this. The general trend in administration is toward a grouping of services by professional context.

Children, for instance, go to a school that is run by an educational department and they go to a health clinic under the public health department where they receive health service.

We feel that the public welfare agencies of the Federal, State, and local governments are in the best position to assure the blind, or any other group of citizens, with special problems, the best professional service available in the welfare field. There is also a problem of geographical distribution. It would not be feasible to supply specialized professional service for the blind in every county of the United States. But local welfare departments where the blind may apply for assistance or service blanket the country. They in turn may secure specialized service for the blind, where needed, through the State welfare department.

Even within the field of assistance itself, the present trend is away from the specialized approach to different groups of needy people.

I would like to stress this point because I know the committee is also concerned about the needs of other handicapped groups. At the present time the blind are a favored class under the Federal law. They are the only group of handicapped persons for whom Federal assistance funds are available, unless, of course, they happen to be over 65 or to be dependent children. Our interest is certainly not in lessening the aid going to the blind, but there is a growing feeling that Federal aid should be available, through the States, to all needy people regardless of the reason for their need. Who can say that a hungry blind man is more needy than a bedridden cardiac, a deaf-mute, a widow with small children, or any other needy human being. His other needs may be different, but the basic human need for food, shelter, and a minimum of security remains the same.

I think one of the saddest thoughts that has come to my mind in that connection is that a blind person in some States who might have the possibility of having partial restoration of his sight is practically confronted with the choice of remaining blind and getting more nearly adequate assistance or regaining his partial sight and having no place to which he can go for aid.

We therefore favor an extension of the assistance provisions of the Social Security Act to all needy persons. We also favor the abolition of residence requirements altogether or, if this is impossible, 100 percent grants from the Federal Government for people in the State for less than a year.

In that connection I think it is interesting that the State people themselves are getting more and more to feel that arbitrary residence requirements are an extremely irksome requirement, particularly in this period.

On the other hand, people in the States feel that if they reduce their residence requirements people coming from other States would make a heavy burden on their funds. So it would be necessary to do it in all States simultaneously.

I think it is possible to demonstrate that no single group of needy persons has achieved real security so long as there are others who are insecure. The best hope of a better assistance program for the blind lies in a lifting of the present ceilings on Federal payments, a larger proportion of Federal funds for the poorer States, an elimination of residence requirements, and an extension of the present Federal-assistance program to all needy persons. We would also, of course, favor an extension of the insurance programs for working people so that a minimum of any group would be obliged to fall back upon public assistance which should serve as the final underpinning of a social-security program.

Mr. BARKER. I would like to ask you a question. You may not be able to answer.

Do you know why the \$40 maximum was set in title 10? Was it because people felt that was enough for a blind person?

Miss WICKENDEN. I cannot say what was in the mind of Members of Congress at the time the Social Security Act was passed. I will say this, that the payment was first \$30. Later, by congressional action, it was raised to \$40. I think probably there are Members of Congress who now feel that figure is inadequate, but there have

been no general amendments to the Social Security Act considered by the Congress. I presume the committee and Congress felt that was the highest payment which they wished to offer or authorize at that time.

We feel that the Federal Government should be willing to put up as much as the State is willing to put up. There is no question but what the Federal maximum does hold back State legislatures from making provision for more adequate payments, because they will say, "Well, the Federal Congress says that is what a blind person should get; why should we put out more of our State money?"

Mr. BARKER. How many of the States actually appropriate enough to use the entire \$40?

Miss WICKENDEN. I do not know. I have the figures here and I will be glad to leave them for you.

Mr. BARKER. It is not a very large proportion, is it?

Miss WICKENDEN. I think that is true. I certainly think our association would not say that the State should not take every action to come up to that maximum where needed. But for the poorer States it is obvious that they will never come up to the maximum without more Federal aid. They just cannot do it.

Mr. BARKER. The solution there is to give the poorer States a larger proportion than 50 percent.

Miss WICKENDEN. Yes; that is our feeling, and of course we also feel that, through education and other measures, the States should be encouraged to raise their own level of payment.

Mr. KELLEY. Will you give some history of your association and how it is constituted?

Miss WICKENDEN. The American Public Welfare Association has been in existence for something over 10 years. It was established for the purpose of fostering a progressive approach to public-welfare administration. It is composed of individual officials and workers in public-welfare agencies—Federal, State, and local. We also have agency memberships, so that actually State departments and county departments belong to the association. We have within the association a council of State public welfare administrations and a council of local public-welfare administrations, the membership of which is limited to people holding those particular positions.

We do many of the things that most associations of that type do. We have meetings—at the present time regional meetings rather than national meetings—which are attended by workers in public-welfare agencies. We have committees within the association to deal with different public-welfare problems endeavoring to formulate the point of view of the people administering the program. We have publications by which we inform the membership of what is going on. We print articles describing the activities in different States. We occasionally make surveys at the request of a local city or State suggesting changes in their organizational set-up.

We generally act as a clearing house of information in the public-welfare field.

Mr. KELLEY. You said something a moment ago that some States believe the Federal Government should take a greater interest. The fact is they do lessen the State's responsibility. I am wondering whether or not there is a tendency to rely too much on the Federal Government, even by those States that can well afford to care for their handicapped people. Does any State do sufficient?

Miss WICKENDEN. No. I think in our opinion we should say most do not. On the other hand, you are confronted with this situation: In Mississippi the Federal Government is now spending less than \$6 in Federal funds for each blind person whereas in California, New York, and so forth, the Federal Government is spending \$20 for each blind person. It would appear that Mississippi, as a poor State, actually needed the full amount, or more nearly the full amount of Federal aid than some of the richer States.

Mr. KELLEY. I wonder if they do.

Miss WICKENDEN. I do not have in mind the relative per capita income figures, but there is a wide spread in the per capita income between our poorer States and our richer States.

Mr. KELLEY. That is true. You are referring to the blind. Now, how about the other categories?

Miss WICKENDEN. I did not bring with me figures on the others. I think that the worst off group under the Federal law are clearly the dependent children because the Federal act provides only \$9 for the first child and \$6 for other children, and nothing for the mother. I think that the greatest need felt among the welfare people for increased Federal aid is in that particular field. The aged generally are better treated than the widows with dependent children, although even there I think there is room for great improvement.

Then, of course, there is a large group of people for whom no Federal aid is available. If you are simply poor and bedridden, you get nothing under the Federal act. If you are 65 and hale and hearty, but unemployed, you are eligible for——

Mr. KELLEY. When you say dependent children, you are not referring merely to the handicapped children?

Miss WICKENDEN. No. I was referring to the general provisions of the assistance title. There is no provision for assistance to handicapped people as such other than the blind.

Mr. KELLEY. Do you have any idea what the Federal Government should do in furthering and giving substantial aid or assistance, or what legislation could be adopted to aid adequately the physically handicapped?

Miss WICKENDEN. Our first recommendation would be that Federal aid—I am speaking now of assistance—be available for any needy person, which would naturally include all needy handicapped people. As far as rehabilitation is concerned, we were very delighted when Congress passed the Barden Act, and we feel that is the proper approach to the problem of rehabilitation. Of course, we favor any measures which will render more adequate medical care for the handicapped people. That, again, gets somewhat out of our immediate field in that it falls more directly under rehabilitation and public health; but we do feel that provision should be made for adequate medical care for those people who are in need of public assistance.

Mr. BARKER. Are they not receiving adequate medical care now?

Miss WICKENDEN. Some are and some are not. Obviously, for example in Mississippi on \$11 a month, which is all they get, unless there are clinic provisions which I would doubt existed in many parts of Mississippi, they are not getting adequate medical care.

Mr. BARKER. The doctors who testified here at an earlier hearing were of the opinion that we had adequate clinics in the United States.

Miss WICKENDEN. I would not want to question their judgment on it. But personally I think it is extremely uneven. I was not referring to the clinic set-up so much as I was to the provisions available through the department for people receiving assistance. I would hazard a guess that in a rural county in Mississippi—and I do not choose Mississippi because it is any worse off than many of the others—I doubt if you would find much in the way of clinic facilities available. I am not speaking only of the blind, I am speaking of all types of services.

Mr. BARKER. Has your association made any survey to determine what facilities are available?

Miss WICKENDEN. No. That gets somewhat out of our immediate field. But there is a growing concern about medical care, and in many States the welfare department and the health department are cooperating by planning for the post-war period so that there may be more adequate health provision. For example, I know of a committee in Maryland and one in Virginia, and I am sure there are many others, where they have worked out a plan for State and local clinics, district hospitals for the chronically ill, and provisions for other special types of illness.

In some cases insurance plans under State sponsorship have been worked out. There is a great deal of joint planning going on at the present time looking primarily to the post-war period.

Mr. BARKER. How are they planning to be financed, if you know?

Miss WICKENDEN. Well—

Mr. BARKER. I think it is agreed they are needed and every one that comes here says we should have them, but I think what the committee wants to know is how can we get them.

Miss WICKENDEN. Well, insofar as there are State and local committees working on these plans, they are thinking, I presume, primarily in terms of what is now available or could be made available by State action.

I think that most people feel that Federal aid is a great stimulus to State and local action and that would apply in the health field as well as in the welfare field, but I am not as familiar with what these various groups have proposed in the way of Federal aid as I am with the welfare field.

Mr. BARKER. To get back to Mississippi for a minute, and also to go back to title 10, if that limit were raised to \$60, do you think that would make any difference in the amount of money that Mississippi would appropriate?

Miss WICKENDEN. No. That is why I think you must accompany that action with a variable grant provision so that a larger proportion of Federal funds can go into the State whose per capita incomes are lower than the average for the country as a whole.

Mr. KELLEY. We are grateful to you for your presentation. You have made a contribution to the work of the committee and we thank you.

Miss WICKENDEN. Would you care to have the statistical summary that I have here?

Mr. KELLEY. Please. We will take it for the record.

(The matter referred to is as follows:)

TABLE 3.—Aid to the blind: Recipients and payments to recipients, by State, June 1944¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	May 1944 in—		June 1943 in—	
				Number	Amount	Number	Amount
Total.....	73, 883	\$2, 125, 645	\$28. 77	-0. 2	+0. 1	-4. 8	+1. 3
Total, 46 States ²	57, 899	1, 661, 842	28. 70	-3	+2	+7. 7	+19. 1
Alabama.....	715	11, 402	15. 95	+1. 1	+3. 8	+10. 5	+55. 9
Arizona.....	374	16, 234	43. 41	-4. 8	-5. 1	-4. 3	+17. 3
Arkansas.....	1, 213	25, 114	20. 70	-1	+10. 2	+1. 8	+27. 9
California ³	5, 930	281, 321	47. 44	-1. 7	-7	-11. 2	-10. 4
Colorado.....	523	19, 124	36. 57	-1. 1	+1. 1	-12. 4	-7. 1
Connecticut.....	163	5, 607	34. 40	+4. 5	+2. 8	-10. 9	-4. 5
District of Columbia.....	236	8, 364	35. 44	-1. 3	-2	-15. 1	-12. 5
Florida.....	2, 310	58, 655	25. 39	(⁴)	+2. 0	-7. 1	+51. 5
Georgia.....	2, 141	29, 650	13. 85	+3	+1. 2	-2. 3	+6. 0
Hawaii.....	67	1, 476	22. 03	(⁵)	(⁵)	(⁵)	(⁵)
Idaho.....	222	7, 272	32. 76	-9	-8	-9. 4	+6. 0
Illinois ³	6, 004	190, 785	31. 78	-5	-8	-18. 6	-14. 2
Indiana.....	2, 242	68, 779	30. 68	-3	-4	-4. 8	+2. 5
Iowa.....	1, 360	43, 460	31. 96	-7	-4	-8. 6	-4. 4
Kansas.....	1, 127	33, 309	29. 56	-1. 3	-9	-7. 0	+6
Kentucky.....	1, 681	20, 127	12. 73	+2. 5	+3. 5	+43. 2	+10. 0
Louisiana.....	1, 477	39, 749	26. 91	+3	+1. 5	+1. 9	+15. 5
Maine.....	860	23, 958	27. 96	-9	+4	-10. 7	+5. 3
Maryland.....	459	13, 360	29. 11	-9	(⁴)	-10. 4	+6. 0
Massachusetts.....	940	38, 847	41. 33	-5	+2	-5. 5	+48. 3
Michigan.....	1, 270	42, 048	33. 11	-2	+3	-3. 2	(⁷)
Minnesota.....	945	32, 056	33. 92	-1. 3	-1. 4	-5. 9	+3. 3
Mississippi.....	1, 844	15, 646	11. 64	-7	-8	+3. 3	+12. 3
Missouri.....	3, 000	77, 000					
Montana.....	307	9, 304	30. 31	+2. 0	+3. 0	-3. 5	+9. 5
Nebraska.....	533	13, 390	25. 12	-2. 2	-1. 5	-17. 9	-10. 6
Nevada.....	28	1, 204	(⁵)	(⁵)	(⁵)	(⁵)	(⁵)
New Hampshire.....	267	7, 486	28. 04	-1. 5	-1. 2	-13. 0	-3. 4
New Jersey.....	546	16, 087	29. 46	-1. 8	(⁴)	-12. 9	-4. 1
New Mexico.....	265	7, 794	29. 41	-4	-1	+5. 2	+7. 4
New York.....	2, 864	104, 827	36. 60	+5	+2. 4	+8. 1	+28. 0
North Carolina.....	2, 252	36, 567	16. 24	(⁷)	+5	+3. 9	+8. 2
North Dakota.....	125	3, 582	28. 66	+3. 3	+7. 5	-3. 8	+12. 5
Ohio.....	3, 201	82, 187	25. 68	-8	+1	-9. 8	-9
Oklahoma.....	1, 909	55, 404	29. 02	-7	-3	-7. 2	+10. 3
Oregon.....	372	15, 325	41. 20	0	+1. 7	-6. 5	+9. 5
Pennsylvania.....	12, 956	385, 599	29. 76	(⁴)	-3	-3. 6	-3. 9
Rhode Island.....	88	2, 565	29. 15	(⁵)	(⁵)	(⁵)	(⁵)
South Carolina.....	863	15, 752	18. 25	+1. 2	+2. 8	+6. 3	+63. 1
South Dakota.....	213	4, 608	21. 63	-9	-5	-12. 7	+7. 3
Tennessee.....	1, 541	31, 109	20. 19	-4	-3	-3. 3	+50. 6
Texas.....	4, 663	113, 464	24. 33	+2	(⁴)	+5. 4	+7. 0
Utah.....	129	5, 282	40. 95	-1. 5	+8	+5. 7	+31. 7
Vermont.....	160	4, 469	27. 93	+3. 2	+5. 9	+6. 7	+30. 0
Virginia.....	969	15, 811	16. 32	-2	+1. 2	-4. 2	+11. 3
Washington.....	654	25, 119	38. 41	-1. 9	-1. 8	-19. 1	-15. 3
West Virginia.....	824	18, 481	22. 43	+1	+4	-5. 7	+4
Wisconsin.....	1, 525	42, 350	27. 77	-9	-3	-11. 7	-2. 2
Wyoming.....	126	4, 536	36. 00	0	+1. 5	+3. 3	+7. 0

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-51. Figures underlined represent programs administered without Federal participation. Delaware and Alaska do not administer aid to the blind.

² Total for States with plans approved by Social Security Board. Recent approval of Illinois plan caused unusually large percentage changes in comparison with June 1943 data.

³ Includes program administered without Federal participation.

⁴ Increase of less than 0.05 percent.

⁵ Not computed. Average payment not calculated on base of less than 50 recipients; percentage change, on less than 100 recipients.

⁶ No approved plan for June 1943. Percentage change based on program administered without Federal participation.

⁷ Decrease of less than 0.05 percent.

⁸ Estimated.

Mr. KELLEY. We will now hear from Mr. Joseph Clunk, Vocational Rehabilitation Service.

**STATEMENT OF J. F. CLUNK, CHIEF, SERVICES FOR THE BLIND,
OFFICE OF VOCATIONAL REHABILITATION**

Mr. CLUNK. My name is Joseph F. Clunk, Chief, Services for the Blind, Office of Vocational Rehabilitation, Federal Security Agency. Formerly I was Chief of Services for the Blind in the United States Office of Education. That previous experience dated back to June 1937.

Prior to that I was in charge of employment services, national supervisor, for the Canadian National Institute for the Blind, working on a Dominion-wide basis out of Toronto, Canada, and prior to that was in Ohio as executive secretary of the Youngstown, Ohio, Society for the Blind, 1920-28. My first experience was with the Cleveland Society for the Blind from 1919 to August of 1920.

In a governmental capacity, since 1937, I have covered the entire United States working with agencies for the blind in an effort to assist them in developing complete employment services for blind persons, primarily putting the emphasis on normal occupations, that is, occupations in which blind persons worked with the sighted persons as opposed to the idea or philosophy of segregation. Not that we are opposed, or that I am opposed personally to segregation, or to the special workshops where it is necessary, but there are a large number of persons who should not be assigned or compelled to work in special workshops just because there are no other services in that area.

Our effort is that of developing employment for people who can work and should work in normal occupations, leaving the special workshops, home industries and services of that kind, for the folks who need them most and cannot benefit by any other activity.

The present discussion, I believe, is designed to deal with the local District of Columbia situation.

Mr. KELLEY. Did you get that impression?

Mr. CLUNK. That was the impression that I had. Am I in error?

Mr. KELLEY. It is all right to speak from that viewpoint, but we wish to have a national point of view as well.

Mr. CLUNK. Would you permit the presentation of a statement on the District situation first and then I will be glad to elaborate, if you so desire.

In order to present the statement concerning the District, I would like permission to have Mr. Wells read the statement into the record on that subject.

Mr. KELLEY. All right.

(Mr. Wells read the statement referred to, as follows:)

In view of the fact that this part of the hearing is devoted to the development of services for the blind in the District of Columbia, I shall confine my remarks to this area although I was in charge of the administration of the Service for the Blind in the Office of Education under the provisions of the Randolph-Sheppard Act from June 1937 until May 22 of this year. When I assumed the responsibility in the Office of Education in 1937, I was the first professional employee in the service and, incidentally, the first blind person to be employed through regular classified channels of the Federal Civil Service. My office was besieged by unemployed blind persons in the District of Columbia who assumed that the Office of Education should provide an individual employment service for them because the office was located here.

The Randolph-Sheppard Act does not provide for appropriations to be used in the installation of stands in Federal or other buildings or funds for the employment of personnel to conduct a detailed individual service to blind persons.

I was expected to develop a good stand program in the District of Columbia as a demonstration or example for the States, because the Federal office is located in the District of Columbia, and no excuse would be accepted for any failure to develop a good program here.

Because of the absence of a commission for the blind or similar State agency as is indicated in the Randolph-Sheppard Act to serve as a licensing agency, the Commissioner of Education designated the District of Columbia Vocational Rehabilitation Service as the licensing agency. This delegation could be effected at that time when the District Office was a part of the Office of Education. The appropriations and budget of the District of Columbia Vocational Rehabilitation Service did not permit the expenditure of funds for stand equipment and primary stocks of merchandise in the establishment of stands and the agency did not possess funds to provide the necessary day-to-day operating supervision required by a retail merchandising business.

I found another very serious problem in the District of Columbia and that was the effect upon various Government department administrators produced by the unsatisfactory operation of 17 stands that had been permitted in Federal buildings in 1933, 9 of which had been closed by June 1937. Various administrators in charge of the buildings in which these stands had been placed or were still in operation informed me that these individually and privately owned stands were wholly unsatisfactory. They stated that blind persons did not observe the terms of the permits either in the amount of space allowed or the items of merchandise offered for sale, and in addition, the housekeeping was generally unsatisfactory. One administrator made this statement as I remember it: "There is nothing in our 4 years of experience with blind persons to indicate that blind persons and stands are compatible, and there is nothing in our experience to justify the approval of further applications. In fact we are going to close the remaining stands as rapidly as circumstances and public opinion will permit."

You may be interested at this point in another conversation with this same administrator 2 years later after the stand program had been in operation on the present controlled basis. He said: "From this time on we are going to give blind persons who are licensed through your service all the package goods stands in the buildings we control not only in the District of Columbia but all over the United States." This administrator was as good as his word and he has given us this treatment ever since, and a considerable number of new stand locations have been made available to blind persons as a result.

When I assumed these responsibilities, I had just completed more than 9 years of intensive experience in the development of stand programs in the Dominion of Canada, and my suggestions to the District of Columbia licensing agency, as well as to other licensing agencies, were based on that experience.

The Randolph-Sheppard Act was at that time the only Federal legislation specifically dealing with the employment problems of blind persons and which charges the Commissioner of Education with the responsibility for "improving the economic opportunities of the blind." In section 3 (a) the act provides that the licensing agency shall "through loan, gift, or otherwise" make stands available to blind persons.

In view of the fact that the licensing agency in the District of Columbia did not possess funds for this purpose and because of other difficulties, I recommended that under this clause the licensing agency establish a contract with a private nonprofit corporation to provide equipment and stocks of merchandise and the day-to-day operating services required in the successful operation of a stand program which is, after all, a retail merchandising business. After considerable negotiation an agreement was made between the licensing agency and the Welfare and Recreation Association of Public Buildings and Grounds and approved by the Office of Education and the Department of Interior. Fifteen stands were established under the terms of this agreement beginning January 1938 up to September 1939. The cooperation between the two agencies was all that could be expected.

Because of the fact that the District of Columbia program was being looked upon as a demonstration of practical services for blind persons in this field, other interested persons agreed with me that a private nonprofit corporation for the blind should be affiliated with the licensing agency that would more adequately meet the needs of the stand program without any conflicting interests.

With the approval of the Office of Education, Mr. Walter K. Handy, at that time manager of the commercial office of the Potomac Electric Power Co., and

William H. Dyer, then assistant treasurer of the Perpetual Building and Loan Association, joined with me in the incorporation of the Washington Society for the Blind. Both of these men were interested because of their membership in the Lions Club and their many years of effort in the development of employment services for blind persons in the District of Columbia.

The incorporators of the Washington Society for the Blind invited certain persons to become directors of the agency because of their affiliation with local agencies or because of their interest in and knowledge of the problems of blind persons. The board held frequent meetings to discuss ways and means of meeting the needs. I believe it was in January of 1939 that we finally made application to the Reconstruction Finance Corporation and the McLachlen Bank for a \$12,000 loan to capitalize the stand program. At this time approximately \$8,000 had been advanced by the welfare and Recreation Association under the terms of its contract, and the society proposed to purchase these holdings and use the additional \$4,000 for new installations. Before the negotiations with the Reconstruction Finance Corporation were completed and the loan made, the stands had been increased in number and the equity of the Welfare Association had been increased to approximately \$15,500. The loan from the McLachlen Bank, three-fourths of which was guaranteed by the Reconstruction Finance Corporation, was finally completed about August 28, 1939, and the \$12,000 check from the McLachlen Bank was endorsed over to the Welfare and Recreation Association on the day it was received. Since this was insufficient to meet the total amount of the Welfare Association's equity, that agency very generously agreed to accept the note of the Washington Society for the Blind for the balance on the same terms as the loan from the McLachlen Bank. The Washington Society for the Blind agreed to repay these two notes within 5 years at the current rate of interest for such loans, and I understand both loans were paid well before maturity.

I served as vice president of the corporation and was appointed chairman of the stand committee by Mr. W. K. Handy, then president of the board. I served without remuneration of any kind. I had the approval of my superiors in the Office of Education to serve in this capacity for the purpose of developing this activity as a demonstration for the other licensing agencies in the Nation.

In November 1940 I informed the board of the Washington Society for the Blind that the responsibilities of the stand program were too severe for a volunteer person to administer and that the agency must employ a full-time paid director to carry these responsibilities and that I must be relieved of these duties. The board interviewed a number of candidates and finally selected Mr. W. L. McDaniel who accepted their offer and assumed the responsibility of the managership on November 18, 1940, with the title of executive secretary. As chairman of the stand committee of the society, I immediately called a meeting of the stand operators and the staff of the licensing agency and publicly transferred all the responsibility I had been carrying as chairman of the stand committee to Mr. McDaniel.

Two months later I resigned from the board of the Washington Society as vice president and also as chairman of the stand committee. I have attended but two board meetings since that time at the invitation of the president of the society to advise the members of the board in the development of other employment services for blind persons in the District of Columbia. This advice is given in the same manner and on the same basis as I attend similar meetings of State commissions for the blind and private agencies throughout the country. I believe it cannot be disputed that more blind persons are operating in the stand program in the District of Columbia in proportion to the population than in any other area in the United States, and they receive collectively and individually the largest annual net income of any similar number of blind persons in any one area coming within my knowledge in 25 years of experience in dealing with the blind. Encouraged by this development, other licensing agencies and private agencies for the blind have adopted similar methods and their results are in direct proportion to the completeness with which they observe these methods and take advantage of existing opportunities.

The agency management method of operation is doing much to prove to the public that a cross-section of the population which would normally not be in business can, in spite of blindness, be developed into an organization which can eventually pay all its operating overhead, and at the same time yield a larger average income per blind person than has ever been achieved by individual operation. It has proven also that the owners of property are more ready to grant privileges to an agency using this system than they are to individual blind persons.

It must be remembered that the Federal Service for the Blind in the United States Office of Education has never selected any blind person for any stand location or any sighted person for any executive or supervisory position either in the District of Columbia or in any State agency. Our entire function was that of providing advice and positive suggestions to the agencies in the solution of their problems. I believe that Congress intended the concessions in Federal buildings to serve as a nucleus in the improvement of the economic conditions of blind persons as a group and that it did not intend any particular building to provide a stand location which could be inherited by the relatives of a blind person or that could be sold by that blind person to someone else or that it should enable one blind person to amass a fortune while others possessing equal ability and need are denied opportunities. I know from many years of experience that a stand properly operated by a blind person does much to change public opinion and to develop the confidence of the sighted public in the abilities of blind persons in other activities. Thus it assists the blind lawyer, osteopath, teacher, or factory worker; and conversely, stands operated in the manner of those which existed here in June 1937, confirm an adverse public opinion and they maintain the closed door to opportunities for other blind persons.

This is a State program and State licensing agencies do not adopt any procedures or policies unless they are convinced that those policies will meet the needs of blind persons impartially.

My objective is and has been simply this—to devise and develop methods of service that will prove to the sighted public that the loss of sight is not a total disability, that the individual can still perform as many functions as he would perform with sight, that the sighted buyer of energy should give him consideration on the basis of his abilities, and that inefficiency and incompetency are not synonymous with blindness. I agree with others who have presented material here that about 25 to 30 percent of the blind group can be made self-supporting and that the remainder will always require public assistance and other ameliorative services. The employable group is thus comparatively small but it is far more conspicuous than its proportion might indicate. I am primarily concerned with the building of services that will meet the needs of somewhere between 7,500 and 10,000 newly blinded persons each year and with services that are not dependent upon any individual opinion, skill, or tenure of office.

Mr. CLUNK. Further than that, Mr. Chairman, Mr. Shortley, Director of the Office of Vocational Rehabilitation, I believe, will put in a statement when that office is called.

I see Mr. Randolph has just come in and he might be interested, insofar as the Randolph-Sheppard Act is concerned, in the fact that up to the time I ceased administering this program, in May of this year, approximately 30 persons had been trained to place blind persons in production industry, and more than 3,000 blind workers have been placed by these agents through the services of the public and private agencies of the blind. They are receiving not only the same wage as sighted workers, but in many instances more than the weekly pay check of sighted workers because they produce more work.

Although we do not have up-to-the-minute figures on the number of people thus employed, on the basis of a general impression resulting from conversations and casual reports, I believe this number to be reasonably correct.

The Randolph-Sheppard Act has also brought about installation of about 375 stands in Federal buildings and somewhere between 1,200 and 1,500 in non-Federal buildings. The general public is looking upon the normal employment of blind persons without the amazement and wonderment it formerly possessed.

We are concerned now with the development of larger activities. We do not believe that the public should be induced to believe that blind persons must labor with their hands only; that blind persons can only operate stands or perform manual tasks. We are encouraging the development of services for blind persons who should be—

and would be, if they had their sight—engaged in professions of all kinds, such as law, osteopathy, teaching, musicianship, salesmanship, and so on.

We find that across the Nation nothing has been done in a systematic way or on a systematic basis for blind persons living in rural areas. Instead, those individuals are encouraged to move into cities where they can find some kind of employment. We have hundreds of blind persons who are living on the farms and who are earning their own living through their own efforts and energy and their imagination. I believe that more can be done than has been done in the rural areas if these persons can secure a reasonable amount of intelligent guidance and direction.

Various figures have been given here, and generally it is accepted that there are at least 230,000 blind persons in the United States as the total over-all case load. That is entirely an estimate.

Various figures have also been given here as to the number of employables. If we were conservative, it is believed that 25 percent can be made self-supporting, providing they have adequate guidance with some reasonable amount of assistance.

There are at least 60,000 potential employable blind persons in the Nation and on the basis of the turn-over in the various organizations, at least 10 percent of the group each year die and an equal number of sighted persons become blind. Some agencies estimate the turn-over to be 11 or 12 percent. Thus, out of each group of 1,000 blind persons, 100 will die each year, and an equal number of sighted persons in that community will become blind and 90 to 95 percent of them are over 21 years of age. We have a definite problem nationally of building a service that will meet the needs of at least 7,500 newly blinded persons per year and we should rehabilitate 10,000 persons per year in order to pick up the accumulated load.

Our job is that of devising ways and means of providing a cross-section of the population with the imagination and the sales ability that it has lost with the loss of sight.

These methods and these ideas are the vehicle with which to achieve that result. If our efforts in 10 to 25 years so educate the sighted public that it will look upon blind persons as ordinary human beings, that it will consider the individual on the basis of his ability and not condemn him because of limitations, the rehabilitations problems of blind persons will be considerably reduced and the number of avenues for skilled employment will be very much increased.

We have the task of changing national public opinion that has been developed from the time of the Stone Age, where the first blind person was annihilated because he could not defend himself, either among his neighbors or from the forces of nature.

Instead of approaching the problem from an analytical point of view, the public has approached it emotionally and without analysis, so we are trying to apply an entirely different method in the hope that we will free the blind person from the philosophy of the Stone Age and have him accepted in the normal group of people.

Mr. KELLEY. Mr. Randolph, have you any questions?

Mr. RANDOLPH. Yes. I remember Mr. Clunk from many years ago when he came to Washington with his background and experience in Canada and assisted us in the legislation to which he has referred,

and I also appreciate the leadership he took when the program was set up and until just a few months ago he has been the directing head and we believe has been doing a very able job. I would like to ask just a few questions.

Mr. CLUNK. Yes.

Mr. RANDOLPH. How many persons do you estimate, Mr. Clunk, have been employed in the stands operated in Government departments or agencies since the legislation was enacted?

Mr. CLUNK. I believe at the present there are something like 348 or 350 stands in operation in the Federal buildings.

Mr. RANDOLPH. In Federal buildings, and what percent are in Washington?

Mr. CLUNK. There are 51 or 52 in the District of Columbia.

Mr. RANDOLPH. What is the approximate wage—it is not exactly a wage, because they are in business for themselves—but what is the approximate money return per year, or monthly, or whatever way you wish to break it down?

Mr. CLUNK. In the District, the average individual's income annually, last year, was around \$3,000. I believe there were some 65 or 66 persons who participated in the program last year. Nationally the stands are yielding somewhere between \$100 and \$125 a month on the average to blind persons.

Mr. RANDOLPH. Then the stands operated in Washington make the highest monthly sales return?

Mr. CLUNK. On the average; yes.

Mr. RANDOLPH. On the average?

Mr. CLUNK. Yes.

Mr. RANDOLPH. In the first instance I believe our purpose in the legislation was not only to have stands operated in the Federal buildings and in the State buildings and other places that might find them appropriate, but there was a second purpose, and that was to place blind individuals in industry throughout the country in doing day by day jobs.

Mr. CLUNK. Yes.

Mr. RANDOLPH. It has been my privilege to visit many aircraft factories in the last year and a half and I have found there blind persons, not so few, but many, doing skilled jobs. I spoke to a foreman in one of the factories and his statement was that the blind were doing as good or perhaps better in certain types of work in the aircraft industry than were sighted.

How many do you estimate are employed in non-Federal buildings?

Mr. CLUNK. In stands?

Mr. RANDOLPH. Yes.

Mr. CLUNK. Somewhere between 1,000 and 1,200. You see the Federal program has served as a spark plug, as it were, in the development of stands in non-Federal buildings. Some States have passed comparable legislation.

Mr. RANDOLPH. That is right.

Mr. CLUNK. Granting to blind persons in States the privilege of stands in State buildings following the thought set out in the Randolph-Sheppard Act. Agencies have also established stands in private office buildings, in hospitals, in factories, in line with that activity.

Mr. RANDOLPH. The Federal bill was a sort of pattern for the State agencies and private industry.

Mr. CLUNK. That is right.

You would be interested to know, Mr. Randolph, that 7 years ago when we started or tried to find a set of pictures, or a series of pictures of blind persons working in industry, there were none. We could not assemble any group of photographs of persons in industry; there was not a single placement agent in this Nation placing blind persons in plants or factories. Today we have possible 35 or 40 specialized placement agents. We have just recently trained 9 blind men from 9 different States who received 6 weeks' intensive training, in which they received the benefit of the collective experience of our staff as well as the actual experience of industrial placement agents individually trained during the past 6 years. You might be interested to know that in the course of the training these trainees worked in 20 factories in Baltimore and they learned to perform approximately 100 different production processes. This is quite a contrast to the common understanding that blind persons can only learn one operation. Upon completion of their training they returned to 9 different States and began the placement of blind persons. Contrast the present with 7 years ago when there were no placement agents and probably not more than a dozen blind persons working in productive industry, with approximately 3,000 blind persons working steadily today and with industry accepting blind workers without the paralyzing fears they formerly possessed.

Mr. RANDOLPH. Mr. Clunk, would you say that the program went into effect, following the passage of the act, with the operation of stands in buildings and industry, that perhaps 4,000 individuals have been taken off the relief and charity rolls, so to speak, and have become self-supporting?

Mr. CLUNK. I should think that would be a very conservative estimate, Mr. Randolph, and of course you can add to that quite a number of persons who have been encouraged to go into industry and into other occupations of various kinds as a result of that demonstration. If you take the 4,000 and multiply that by the average annual income of at least \$1,500—of course, there are many who are making \$2,000, \$2,500 or \$3,000 a year—but taking a conservative income of \$1,500 multiplied by 4,000 would result in about \$6,000,000 a year; would it not?

Mr. RANDOLPH. \$6,000,000 a year.

Mr. CLUNK. As their present income. So when you consider the Randolph-Sheppard Act costs the Federal Government approximately \$25,000 a year, perhaps after all it is worth while.

Mr. RANDOLPH. How do you get that large figure?

Mr. CLUNK. 4,000 times \$1,500 a year.

Mr. RANDOLPH. \$6,000,000 a year earned by the blind in industry and in the stands in the United States?

Mr. CLUNK. That is right.

Mr. RANDOLPH. At a cost of how much for the program?

Mr. CLUNK. \$25,000 a year to the Federal Government.

Mr. RANDOLPH. And of course a great many of these persons were on Government assistance; were they not?

Mr. CLUNK. Many of them. For example, one man who, 7 years ago, had a wife and five children, had been receiving public assistance and the amount received was about \$80 a month for some 5 years. The youngest child was born about the time the man lost his sight;

and in fact I believe that man told me that he was not able to buy proper shoes for lack of funds. The family found it necessary to move into poorer quarters. He had been accustomed to an income of \$250 to \$300 a month prior to the loss of his sight. That man is paying more income tax now than his family received from all sources of public assistance previously.

Mr. RANDOLPH. That is fine.

Mr. CLUNK. And there are many other similar examples.

Mr. RANDOLPH. Mr. Clunk, I know that Mr. Kelley, the chairman of this committee, and the rest of us, have observed the work you have done with the blind, and particularly as we discuss the work on what has been done we have been thinking about the possibility of introducing legislation to amend the present act. Do you feel that perhaps the time has come when wider developments can be carried forward with the Government as a sort of spear head?

Mr. CLUNK. Definitely; the developments in the last 7 years and my experience in the administration of this act, has shown me some of the defects—well, defects is hardly the proper word.

Mr. RANDOLPH. Limitations.

Mr. CLUNK. Limitations is a better word; many of the limitations, and many of these limitations are natural, because when the act was passed we had had very limited experience in the United States, and our experience of the past 7 years has shown up many limitations, and an amendment to the Randolph-Sheppard Act should be passed to correct or to eliminate those limitations.

On the basis of the passage of the Barden-La Follette Act last July, with its expanded authority, the services to blind persons and the grant of Federal funds for the first time to State agencies for the blind for the rehabilitation of blind persons means that the amendment to the Randolph-Sheppard Act can be more limited than it would have been necessary if the Barden-La Follette Act had not been passed. So, in view of the services available under the Barden-La Follette Act, the Randolph-Sheppard Act can be amended more simply in order to remove the limitations and extend services for the rehabilitation of blind persons, and all services can be combined so as to enable the State agencies for the blind to meet the needs of blind people of the States.

Mr. KELLEY. Mr. Clunk, in giving the figures for income to blind persons, were you giving the gross or the net?

Mr. CLUNK. The net to them. I only consider money the individual can take home with which to buy groceries or pay his rent.

Mr. BARKER. Mr. Clunk, what percentage of the gross income of the stands goes to the individual stand operator?

Mr. CLUNK. That depends upon the ability of the stand operator, of course. If the individual stand operator hires most of his work done, naturally the amount of overhead increases and the net to him will be less. If he takes time out and leaves the running of his business to his help, or if he does not attend to his duties his return is also reduced. It is rather interesting to find that you can take any particular stand any place where one is operating, one man will produce a gross profit of somewhere between 30 and 35 percent, and another operating in the same location, selling the identical merchandise, will only secure a gross profit of 18 or 20 percent. I have seen in my trips

places where the total sales of the month not only did not result in a gross profit, but rather in a gross loss.

Mr. RANDOLPH. Mr. Clunk, of course that not only happens to blind people but to others as well.

Mr. CLUNK. Yes, definitely.

Mr. RANDOLPH. I have seen men handling the same merchandise as his competitor lose money where his competitor would make money.

Mr. CLUNK. Yes. Then of course, we have had some rather interesting results from the control and agency management system which we have advocated and which we advocated only because we recognize the fact that perhaps 95 percent of the population never goes into ordinary business, that is, retail merchandising; perhaps only 5 percent, approximately that number, go into retail merchandising and of that number 99 percent fail within 6 years. There is no logical reason why we should assume that the blind cross section of the population is going to be any more competent than if they had not lost their sight. And since successful sighted merchants have found it good business to work with an over-all supervisory organization, which they form, either voluntarily or otherwise, to which they subscribe as an over-all organization, and since that has proven to be successful in so many different fields, we see no reason why this over-all organization method should not be used.

Mr. Chairman, we do not believe that the public should be asked to subsidize the day by day operations of services that are necessary to insure the success of blind persons in merchandising opportunities, particularly when that business can yield to such a person a larger annual income than the individual would have received if he had his sight, and a larger annual income than the average sighted person receives on a per capita basis, and still pay the operating overhead, and so we recommend a system by which the stand pays a percentage of the sales to the overhead operating organization, and for that receive the services necessary to insure their success. Wherever that system is put into effect the net return to blind persons is tremendously increased. We have examples here in the District of Columbia where individuals formerly made less than \$10 a week, and in fact, at stands that started in business in Federal buildings in 1937, the operators' averages were less than \$10 a week. One of those, for example, has enjoyed an income under this other method of anywhere from three to five thousand dollars a year net. It is not a question of what do you pay, but rather, what do you have left; and we simply ask this question of the individual: Is it better to have 100 percent of \$10 a week or to have, perhaps, 90 percent of \$100 a week? it becomes a matter of just that kind of simple arithmetic.

Mr. KELLEY. The stand that is operated in the cloak room on the Democratic side of the House is operated, I believe, by a blind Negro. Does that come under your program?

Mr. CLUNK. No; we have no contact with him at all.

Mr. KELLEY. It is in a Federal building and I thought perhaps you had the contract.

Mr. CLUNK. You see, the Randolph-Sheppard Act is not an exclusive or mandatory act. It is purely permissive. There is nothing in the Randolph-Sheppard Act which prevents a Government department from granting a concession privilege to anybody. The act recognizes the privilege of the Federal administrator controlling

the building to grant a stand to a blind person. It might be implied by the same token that it prohibits the granting to others, but it does not work that way. I do not know this gentleman here. I understand he is doing a very nice job. He is decidedly unusual. I am glad to see him succeed. It is quite possible that if he were alined with the local District program, that his income might be very much increased. I should be rather surprised if it were not.

Mr. RANDOLPH. Mr. Clunk, you gave an over-all figure of \$6,000,000 a year being earned by blind persons in stand operations and industry in the country each year.

Mr. CLUNK. That is right.

Mr. RANDOLPH. What would you say is the amount of money earned in the District of Columbia annually by the stand operators, from the 60 stands, or 68 individuals?

Mr. CLUNK. The records shows there were 51 or 52 stands in Federal buildings. That figure should be matched with Mr. McDaniel's because he was giving you the figure of stands both Federal and non-Federal. So that his figure of 60 stands includes non-Federal buildings as well.

Mr. RANDOLPH. Can you give us a rough estimate?

Mr. CLUNK. Approximately \$200,000 net income to blind persons in the District of Columbia.

Mr. RANDOLPH. Each year?

Mr. CLUNK. Each year.

Mr. RANDOLPH. Thank you.

Mr. KELLEY. We are very much indebted to you for your statement, Mr. Clunk. The committee has been enriched by your presentation.

Mr. CLUNK. Thank you.

Mr. KELLEY. We shall now hear from Mr. W. L. McDaniel, representing the Washington Society for the Blind.

STATEMENT OF W. L. McDANIEL, GENERAL MANAGER, WASHINGTON SOCIETY FOR THE BLIND

Mr. McDANIEL. Mr. Chairman, my name is W. L. McDaniel and I am general manager of the Washington Society for the Blind.

The Washington Society for the Blind is a private nonprofit charitable organization incorporated under the laws of the District of Columbia in 1938.

After the enactment of the Randolph-Sheppard bill in 1936 the Welfare and Recreation Association agreed to serve temporarily as the financial agent for the vocational rehabilitation for the District of Columbia office, the agency designated by the Office of Education as the licensing agency under the act.

During the next 2 years the Chief of Services for the Blind in the Office of Education attempted to secure the cooperation of several existing private agencies in financing the stand program. Failing in this, he and a small group of interested local citizens organized the Washington Society for the Blind to serve as fiscal and supervisory agent of the Rehabilitation Office in developing an employment program through the operation of vending stands in Federal buildings in the District.

The society was without funds and it was necessary that they borrow \$15,000 to be used in purchasing an existing program of 15 stands.

These 15 stands were providing employment for 15 blind persons with an average weekly income of \$30 per week. In 4 years since that time the stand program has expanded to 60 stands employing 68 blind with an average income of \$65 per week.

From an annual business of \$220,000 4 years ago it has grown to an organization which last year produced \$1,333,000 in sales and at the present rate will total more than \$1,500,000 this year. The program in 1944 will provide over \$200,000 in earnings to the 68 blind managers participating. It should be noted here that this rapid expansion of the stand program was made possible by the use of \$75,000 income obtained from other sources.

By an agreement with the licensing agency the society places an administrative charge against the gross sales of each stand. This also makes it possible for the society to guarantee a minimum of \$30 weekly to the operators of small stands, which do not provide a livable income.

The society provides all the bookkeeping, banking, and clerical services that the stands require, supervision by trained supervisors, securing and training of needed assistants, repairs and replacement of equipment, extermination, and the many other services which contribute to a successful program.

The society has achieved an enviable position in the stand program field. Nearly half of the State organizations look to the society for assistance in their problems with their stands. Recently the Federal Security Agency paid the society the high compliment of selecting it as the laboratory for the training of vending-stand specialists for the State programs. The first class of 10 members finished their 3 weeks' course on the 19th of August.

Recently the society employed a blind placement agent who is securing industrial and clerical jobs for the blind here in the District. It is the plan of the society to go into other services for the blind as soon as it is possible and practical. Since the society has no appropriation or subsidy, sufficient capital must be accumulated to insure the success and continuance of any new venture.

I have purposely made my statement brief so that we may have time for members of the committee to ask any question they desire. Also, I should like to say that the president of our board of directors, Mr. William H. Dyer, has asked that I say to you that all of the records of the society are at the disposal of the committee or any other properly authorized group. We shall be glad to provide any information desired.

The president of our board of directors is preparing an affidavit¹ describing the organization, functions, and policies of the society, which will be ready tomorrow and which we should like to submit for the record.

Mr. BARKER. Will you tell us how you get persons to handle the stands? In other words, do you have an employment office, or do they come to the society?

Mr. McDANIEL. Are you speaking of the blind managers?

Mr. BARKER. That is right.

¹ Printed in the appendix.

Mr. McDANIEL. The job of supplying the operator of a stand, and the matter of locations, are matters for the Vocational Rehabilitation Service for the District of Columbia. They secure the location and the permit for the stand. They have a file of blind who apply to them for work. They determine their qualifications and they recommend, or send over to us, a person to fill the job. Usually we talk those things over and come to a quick agreement on which person should go to which job. But that really is not one of the duties of the society. That personnel matter is a responsibility of the licensing agency.

Mr. KELLEY. Do you have any idea, Mr. McDaniel, how many applicants there are in the District, blind people, for placement, for training?

Mr. McDANIEL. You mean for stand work particularly?

Mr. KELLEY. Yes.

Mr. McDANIEL. I presume pretty nearly every blind person in the District would aspire to the management of one of the stands, because it is a profitable enterprise. I would not have that figure available, because that is not part of our work. We do not carry a file of applicants at all. That is strictly a matter for the other office.

Mr. KELLEY. You have 60 stands in the District?

Mr. McDANIEL. Yes.

Mr. KELLEY. Sometimes referred to as vending stands, are they not?

Mr. McDANIEL. Yes.

Mr. KELLEY. Of the 60, how many are operated by Negroes?

Mr. McDANIEL. We have six Negro managers.

Mr. KELLEY. Doing a pretty good job, are they?

Mr. McDANIEL. Doing jobs that compare with the others, yes; some good, some really good, and some not quite so good. We have a cross-section and we get about what you can expect.

Mr. KELLEY. I believe I have no further questions. We appreciate your coming here, Mr. McDaniel, and are thankful to you for your contribution.

Mr. McDANIEL. Thank you.

Mr. KELLEY. You will send in the report to which you referred?

Mr. McDANIEL. Yes. We will do that tomorrow.

Mr. KELLEY. The next witness is Mr. Earl Richardson.

STATEMENT OF EARL RICHARDSON, DISTRICT OF COLUMBIA

Mr. RICHARDSON. Mr. Chairman and gentlemen, I am the blind man who was referred to by Mr. Clunk, who spent 5 years on relief, and who has five children.

I was given the opportunity to operate the first vending stand in the District of Columbia under the Randolph-Sheppard Act. There was an expenditure of about \$125 to set me up in business. The first monthly income that I received from that stand was \$84.92, which was less than I had received on relief.

I paid into the Welfare and Recreation Association 6 percent of the gross sales from that business. I continued to pay 6 percent for over a year and a half. My sales gradually increased until I was making over \$200 a month at that location. I started January 10, 1938.

Mr. RANDOLPH. What site was that?

Mr. RICHARDSON. That is located in the old temporary building at Nineteenth and New York Avenue, right across the street from the new Interior Department. When I left that stand it was averaging better than \$40 a day. When I began, it was just a little over \$13.

Mr. KELLEY. That is gross, I believe?

Mr. RICHARDSON. That is right; yes, sir. I was placed on the stand that I have at the present time, known as No. 12, in the old Liberty Loan Building, Fourteenth and D Streets SW., on April 10, 1939, still under the Welfare and Recreation Association. My gross sales there were approximately the same as at the stand that I left.

Here is a clause in two contracts that I would like to read:

To reduce all charges for administration and overhead operating expenses, when conditions and circumstances permit.

These are contracts signed between myself and the Vocational Rehabilitation Service, which is a part of the Federal Government. The same clause is in both contracts.

In 1939 the Washington Society for the Blind was formed, as you gentlemen have been informed. We still operated under a 6-percent gross.

Gentlemen, I do not have any prepared statement, and I hope you will be patient with me.

Mr. RANDOLPH. Just tell your story in your own way.

Mr. RICHARDSON. Well, we had an operator who had a stand in the main Treasury Building, who, in 1940, had an income of a little over \$5,000 which, at the time, was supposed to be enormous. That gentleman was earning that much money, there was an investigation by the Security Administration, and a new schedule of charges for operators was put into effect.

I have here a letter that I would like to read. This letter was not sent to me by a Government organization. It was sent to me by Mr. W. L. McDaniel, of the Washington Society for the Blind.

Mr. KELLEY. It changes the rate; is that the gist of the letter?

Mr. RICHARDSON. Yes. It made a sliding scale. In my case it jumped from 6 percent to approximately 9½ percent of the gross sales from my stand.

We were supervised, until Mr. McDaniel came into the picture, by the Vocational Rehabilitation Service. There was a sign that hung on all the stands in the various buildings, which read:

Licensed and supervised by the Vocational Rehabilitation Service of the District of Columbia. Financed by the Washington Society for the Blind.

Shortly after Mr. McDaniel came here, another sign was substituted for that, which read:

Licensed by the Vocational Rehabilitation Service. Financed and supervised by the Washington Society for the Blind.

Here is a paragraph from administrative orders dealing with the administration of blind stands in the District of Columbia. It is over the signature of Dr. Klinefelter, Commissioner of Education.

The District Rehabilitation Service shall be responsible for the selection, training, placement on stands, and disciplining of operators and their full-time assistants. This responsibility shall not be delegated to any other agency.

The reason I make this statement at this time is that I would like to know whom I am supervised by, whether I am supervised by the

Federal Government or an outside agency. I am not here to question the gentlemen who had a conference and arranged the sliding scale for these stands. My purpose here is to see if I have any rights as a citizen of this country.

I have been called into various offices and I have gone into offices on my own volition and have been threatened and I have been raked over the coals.

Now, I have been the most successful operator in the District under this act. But I have worked awfully hard for it. Since January 10, 1938, I have been away from only one of the two stands that I have operated one day that the business was open. I have never had a vacation.

Mr. RANDOLPH. What did you say your annual income, net, was from the operation of your stands?

Mr. RICHARDSON. Last year it was approximately \$14,500.

Mr. RANDOLPH. That is gross?

Mr. RICHARDSON. No, sir; that was net. Last year my gross income from the stand was a little over \$122,000.

Mr. RANDOLPH. You mean the operation of two stands?

Mr. RICHARDSON. One stand.

Mr. RANDOLPH. \$14,000 net last year?

Mr. RICHARDSON. Yes, sir.

Mr. KELLEY. Was that for two stands?

Mr. RICHARDSON. No, sir; one stand. I have operated two stands in approximately 7 years. It will be 7 years in January.

Mr. RANDOLPH. But you have only one stand in operation now?

Mr. RICHARDSON. One at a time. Now, there was a question—and I think, Mr. Randolph, you became involved in it—about my income for 1942, which was \$9,100. In March, I believe, of last year, I was called into Mr. McDaniel's office and informed that I had to take on another blind man who had never worked one day on my stand, as an associate manager, or whatever you want to call him. I was given the choice of either giving up my stand for a smaller one or taking a blind man who would come in there on equal terms. In other words, he got half the income and he could buy anything he chose to buy, whether it was salable or not. He could boss the help who had never worked a day for him. The gentleman spent 6 weeks on my stand and received a little over \$900 of my money.

I went from the bottom all the way up the line until I got to Dr. Klinefelter and he thought that it was an outrage, I being the one who had worked the stand up, with a lot of good fortune, to the largest income in the program.

There were several conferences held in Dr. Klinefelter's office, and Dr. Klinefelter still insisted that I had the right to operate that stand alone. And, I believe, Mr. Randolph, you called him on the telephone to arrange another conference?

Mr. RANDOLPH. I have no recollection of it, of course.

Mr. RICHARDSON. You did not go to it, anyway.

Mr. RANDOLPH. No.

Mr. RICHARDSON. The same gentleman who had been there previously turned up again and he still stuck to his guns. The first part of this year a man high in our Government, who holds a very responsible position, paid a visit to one of the executive secretaries of Mr. Paul

V. McNutt. His purpose was to have me broke. An investigation was made of my stand by three officials of the Security Administration.

Mr. RANDOLPH. I remember that literally dozens of blind persons have come to me and discussed various aspects of the operation of stands in the District of Columbia. I think that is natural.

Mr. RICHARDSON. I tried to get in touch with you when I was walking the streets on relief, to see if something could not be done, whether the program could be started. I did not have any success.

Mr. RANDOLPH. I think you are happy that the program was started and that you have been a party to it?

Mr. RICHARDSON. I certainly am. I have been an inspiration, I believe, to a good many blind people all over the country.

Mr. RANDOLPH. I think that is commendable. As I say, these persons naturally discussed problems of their stand operations in the District of Columbia with me, as well as people throughout the Nation. I have attempted always to be courteous and to be helpful, insofar as possible.

Mr. KELLEY. It is natural that they came to you, Mr. Randolph, for two reasons in the District of Columbia: you are chairman of the Committee on the District, and then you are coauthor of this measure.

May I ask you, Mr. Richardson, what percentage of visibility you have?

Mr. RICHARDSON. I have been told I have between 5 and 6 percent. But it is blurred. I had hemorrhages of the eyes. I only see out of one. The other one is an artificial one.

I have talked a little about my income. I will talk a little about what the Washington Society for the Blind has received through my efforts. In 1942 they received approximately \$5,726. I am not going back to the beginning. In 1943 they received \$11,504 approximately. And up to the last period, which was about 3 weeks ago, they have received so far this year approximately \$7,813. For about 2½ years I have paid into the Washington Society for the Blind \$25,000.

Mr. KELLEY. How many years?

Mr. RICHARDSON. Two and a half.

Mr. KELLEY. What services do they give you for that?

Mr. RICHARDSON. Well, about the best thing they do for me is to come around every Thursday and take the money I have on hand and put it in the bank, so that I am not responsible for that much from then on.

There has been lots of discussion about my income, Mr. Chairman. I am not complaining about paying this money. I am just comparing what they get, with my income.

Mr. KELLEY. You read a statement that this authority could not be delegated. I am not in a position to say anything about that. But it has been given authority to oversee this operation?

Mr. RICHARDSON. I am not questioning that right. What I would like to know is, who does supervise me? There still is supposed to be a supervisor of the Vocational Rehabilitation Service.

Mr. KELLEY. I understand it is the supervisors.

Mr. RICHARDSON. I can show you right here, sir, where the Washington Society for the Blind say that they are the supervisors.

Mr. KELLEY. Mr. McDaniel, will you at this point in the record answer this question? I think you made the statement a while ago

that the Washington Society for the Blind was given authority by the Federal Government to handle this matter, to supervise these stands; is that right?

Mr. McDANIEL. Yes; that is right, Mr. Chairman. As Mr. Richardson has read to you there from a directive, the Office of Rehabilitation cannot free themselves from the responsibility for that supervision. We do that supervisory work for them and report to them at their direction.

Mr. KELLEY. So I understood.

Mr. McDANIEL. That is right.

Mr. KELLEY. So, you are the agency to handle it?

Mr. McDANIEL. Yes.

Mr. KELLEY. You supervise it?

Mr. McDANIEL. We have six full-time supervisors who call on the stands regularly and make regular reports.

Mr. KELLEY. Referring to the fee that is paid, is that turned over for vocational rehabilitation work?

Mr. McDANIEL. The fee that is paid?

Mr. KELLEY. You collect this fee?

Mr. McDANIEL. Yes. The mechanics are this, that the Washington Society for the Blind purchases equipment and places it in a stand and stocks the stand with merchandise, and in the instance of stands 12 and 26 there is an investment of about \$2,000. When the operator comes into the program he sells first and then he buys replacement stock from certified dealers who know our policy.

Mr. KELLEY. He buys direct?

Mr. McDANIEL. Yes; he buys direct. He pays cash. Each day he makes out a daily report showing the amount of money at the beginning of the day, his receipts and expenditures, and the amount of money on hand at the end of the day, and once a week our collectors, bonded messengers, call on the stands and collect this overcash; that is, the gross profit in its entirety. That is placed in the bank. Then, from that money the administrative charge is deducted, the help at the stand is paid as arranged from the pay roll and from time sheets submitted by the different operators, the telephone bill is paid, insurance and various services, and all expenses incident to the operation of the stand. Then the net profit accrual to the blind person is gotten and a settlement check is written to him a week later than the close of the 4-week period.

Mr. KELLEY. It is a management proposition?

Mr. McDANIEL. Yes, sir; it is a central controlled agency management.

Mr. RANDOLPH. Mr. Richardson, do you have employees now that work under you?

Mr. RICHARDSON. Yes, sir; I have 12. One of them is a blind man who was employed when I was told that I had to take on an associate manager, and I did finally have him taken from the stand.

There was another plan suggested, that I employ two other blind people who would be on the same keel as my other employees. Well, at the time I had a stand that a blind man could work on, it was open 24 hours a day, and I did have one on the midnight and one on the evening shift.

Mr. RANDOLPH. The stand was in operation around the clock?

Mr. RICHARDSON. Yes, sir; but at the present time the midnight shift is being taken off and there are a good many employees out of the building.

So, I suggested, instead of me taking two blind people, who probably could make as much or more if they had a stand of their own, and that was the kind of help I was given, two out of three, the thought suggested itself, and this was dictated in Klinefelter's office, and typed by his own stenographer:

I, Earl Richardson, will agree to take a blind helper who is capable of working on my stand No. 12, and who will be responsible to me. I suggest that he be paid a salary of about \$250 a period, \$125 to be paid by me, and the balance by the Washington Society for the Blind.

I also suggest that this helper stay with me and I will do my best to train him for some future time when he may be eligible for a stand of his own. To begin with he is to work the same shift that I work during the breaking-in period until such time as I deem him fit to assume responsibility on his own, at which time he may work in an opposite shift that I may see fit to put him on.

I thought that that was pretty good. It would have given a man \$250 a period, and that is not quite a month, whereas the man I have down there now gets \$120, but that was turned down by the society. They claimed they had their own training stand. So, they have given me two men who either have not been able to be a success on a stand of their own, or who do not want to operate and have the responsibilities of one.

Mr. KELLY. Did you say that your income last year was \$14,400 on a 9-percent basis?

Mr. RICHARDSON. Yes, sir; 9½-percent service charge.

Mr. KELLEY. 9½ percent?

Mr. RICHARDSON. Yes.

Mr. KELLEY. What will your income be this year?

Mr. RICHARDSON. It won't be that much. Up to the last period, it was just a little over \$8,000. From now on, five periods, I doubt very much if I will have another \$2,000, which will give me \$10,000, but that is not bad business.

Mr. KELLEY. That is better than a Congressman.

Mr. RICHARDSON. I made \$14,500 in 1 year, and I might insert here, too, gentlemen, that I have two children out of my five who are now in the armed forces. I have a son who has been in the southwest Pacific for 22 months, and all of that time he has been down there, I believe, fighting to give his father an opportunity to make as much money as he can.

Mr. KELLEY. Personally I think you have done very well.

Mr. RICHARDSON. There have been a good many people who have complimented me for what I have accomplished, a good many, and I am telling you it is certainly a far, far distance from relief.

Mr. KELLEY. Yes; it is.

Mr. RANDOLPH. Mr. Richardson, I think that the committee is most interested in hearing such testimony from blind stand operators who have made a success, and I know that it will help to complete the record here to show exactly what these people have accomplished.

Mr. RICHARDSON. If I may say one more thing, I was not invited to come here, I was not told by anybody connected with the Washington Society or any Federal office that there was a hearing here. I heard that from an outside source. My purpose in coming in was to

see that if I continued to contribute a part of my income to any organization for the privilege of earning a living for myself and family if they would stop harassing me and threatening me. I can show threats that I have received through the United States mails.

Mr. KELLEY. We thank you, Mr. Richardson. You have made a good contribution to our hearings.

Mr. RICHARDSON. I thank you, sir.

Mr. KELLEY. We appreciate it very much.

Mr. KELLEY. Miss Mulvihill.

STATEMENT OF MISS DORIS MULVIHILL, BLIND STAND OPERATOR, MAIN TREASURY DEPARTMENT BUILDING, WASHINGTON, D. C.

Miss MULVIHILL. I would like to say that I have between 2 and 3 percent vision. I was educated in the parochial schools here in the District of Columbia. I came with the Washington Society in January of 1940, since which time I have managed four stands. I am now located in the main Treasury Department, and I can safely say that I have been treated more than justly by the society, and I am proud of being a member of the society, since it is an independent organization.

Mr. KELLEY. How long have you operated a stand, Miss Mulvihill?

Miss MULVIHILL. I came with the program in January of 1940.

Mr. KELLEY. 1940?

Miss MULVIHILL. Yes, sir.

Mr. KELLEY. Can you tell us something about the success you have had, Miss Mulvihill?

Miss MULVIHILL. Well, I think the most proof would be that I earned \$4,600 last year, in 1943.

Mr. KELLEY. You did?

Miss MULVIHILL. Yes, sir.

Mr. KELLEY. And you are perfectly well satisfied?

Miss MULVIHILL. Oh, yes, indeed. I think that one of the great things that the society has done for me is that it gives me a sense of independence and helps me to have confidence in myself which I certainly did not have before joining the society.

Mr. KELLEY. Do you operate a stand alone, or do you have some help?

Miss MULVIHILL. I have a full-time assistant, one man.

Mr. KELLEY. A blind person?

Miss MULVIHILL. No, sir; he is sighted.

Mr. KELLEY. Do you have anything else to say?

Miss MULVIHILL. No.

Mr. KELLEY. All right, thank you very much. We appreciate your coming here.

Miss MULVIHILL. All right, thank you.

Mr. KELLEY. Miss Thomas.

Miss THOMAS. Yes, sir.

**STATEMENT OF MISS LEOLA THOMAS, BLIND STAND OPERATOR,
STAND NO. 30, FREEDMEN'S HOSPITAL, WASHINGTON, D. C.**

Mr. KELLEY. Will you give the committee your full name and something of your background, Miss Thomas?

Miss THOMAS. Leola Thomas. I am operator of stand No. 30 at Freedmen's Hospital under the supervision of the Washington Society for the Blind.

Mr. KELLEY. How long have you operated that stand?

Miss THOMAS. I have been there since January of 1942.

Mr. KELLEY. 1942?

Miss THOMAS. Yes, sir. At the time I went there they had had a former operator.

Mr. KELLEY. A what?

Miss THOMAS. A former operator before I went there, one person, but the stand at that time was making not quite—the gross sales were not quite \$900 a month. Now they are nearly \$3,000.

Mr. KELLEY. What?

Miss THOMAS. Nearly \$3,000.

Mr. KELLEY. A month?

Miss THOMAS. Yes.

Mr. KELLEY. What is your net per year?

Miss THOMAS. That is the amount for myself, is it not?

Mr. KELLEY. Yes.

Miss THOMAS. Last year it was \$5,500.

Mr. KELLEY. \$5,500 net to you?

Miss THOMAS. That is right.

Mr. KELLEY. What was it the year before, 1942, when you started?

Miss THOMAS. Oh, I can't—

Mr. KELLEY (interposing). Just approximately, was it \$3,000?

Miss THOMAS. I guess around that.

Mr. KELLEY. What do you expect to do this year?

Miss THOMAS. Around \$5,000 and some, maybe more.

Mr. KELLEY. Have you any suggestions?

Miss THOMAS. Well, the Washington Society for the Blind has been very cooperative with us operators, and it is open at all times to give us suggestions and advice, and we can also offer advice which will benefit any of the operators.

As you know, there are six Negroes in the program, and I would like for more to be in there.

Mr. KELLEY. More what?

Miss THOMAS. More Negroes to be in the program, to have more stands, if they are capable of operating them.

Mr. KELLEY. Will you tell us what you did before you became the operator of a stand?

Miss THOMAS. Before I became the operator of a stand I did not work. My sister took care of me.

Mr. KELLEY. Your sister took care of you?

Miss THOMAS. Yes, sir.

Mr. RANDOLPH. Is this your sister with you?

Miss THOMAS. That is right. Of course she is single, and she sacrificed a lot to do for me. I had to be recommended through Rehabilitation, and in that way I had to go through this routine of going to the W. P. A., and to be qualified you cannot have anything or anyone to help you, and so I had to leave the home of my sister.

Mr. KELLEY. You have had some education, have you not?

Miss THOMAS. I finished high school and started in college, but the stand program is a very hard one. You have to work, and it is not any plaything.

Mr. RANDOLPH. Miss Thomas, you feel that, although you are blind, you have taken your rightful place in society. You are earning a living and serving the public at the same time, is that correct?

Miss THOMAS. That is right.

Mr. RANDOLPH. That is all. We are happy to have you in the stand program just as you are happy to be in it.

Miss THOMAS. We are very grateful to Mr. Randolph for passing such legislation.

Mr. KELLEY. We appreciate your coming here. We are glad to have heard your testimony and we appreciate it, and thank you very much.

Miss THOMAS. Thank you.

Mr. KELLEY. Is Mr. Arthur Boyce here?

(No response.)

Mr. KELLEY. Mr. W. H. Mitchell.

Mr. MITCHELL. Yes, sir.

**STATEMENT OF WADE H. MITCHELL, BLIND STAND OPERATOR,
STAND 41, TEMPORARY BUILDING R, FOURTH STREET AND
JEFFERSON DRIVE SW., WASHINGTON, D. C.**

Mr. KELLEY. Will you give the reporter your full name, and make any statement you care to make, Mr. Mitchell?

Mr. MITCHELL. My name is Wade H. Mitchell.

I was educated in the Virginia School for the Blind, having been blind practically all of my life.

After I left school I took a fling in the different trades which were taught in the school, and put in 4 or 5 years at the various manual training trades. Then I took up piano tuning, and followed that for a good many years.

All of that time I was pretty closely associated with different agencies for the blind in the District of Columbia.

My experience with the blind organizations has never carried me beyond the District of Columbia since I left school. I have served on the boards for various agencies around town and served on committees, the Council of Social Agencies, and so forth, and I am proud to say that when the Washington Society was incorporated I was among the first called to serve on the board of the Washington Society. I have the honor of being one of those who signed for that R. F. C. loan which Mr. Clunck spoke of awhile ago, and I hope it has been paid off, because I am still a signer on those notes.

Mr. KELLEY. He said, I think, that they were paid.

Mr. McDANIEL. That is right.

Mr. MITCHELL. Thank you.

Mr. KELLEY. You can rest easy now.

Mr. MITCHELL. As of January 1940 I went on the stand program as an operator. That is a little better than 4½ years ago. I am now on my sixth stand.

I have not been as fortunate as some people. The best I have ever been able to do was \$5,400 in any one year, which is a little bit

under a Congressman, but which is quite a bit above what I ever made at any of the other trades I have tried, including piano tuning, and I was considered a good piano tuner, and pardon my personal reference, but I enjoyed the best clientele in the city when I was tuning pianos, and I worked for the biggest houses here, and received top prices for what I did, but I never did even approximately \$5,400 in any year.

Last year I only did about \$4,600. This year I have estimated, for the purpose of income tax, \$3,500, and I believe now I am over-optimistic, because I am going to have money coming back to me if business does not pick up the rest of the year over what it has been up to now this year.

However, I am going to stick with it.

Mr. KELLEY. You are perfectly satisfied?

Mr. MITCHELL. Yes, sir; I am perfectly satisfied with it because I know at the present time that merchandise is not to be had in a great many fields, and it is certainly limited in practically everything that we handle, and I am suffering no more from the conditions through which we are going than any other small merchant, and I feel that as soon as things are restored to normal that we will have our opportunity along with other merchants and similar industries.

Mr. KELLEY. Mr. Mitchell, do you not think it is a good plan to have some agency, or some capable person, to supervise your business and does it relieve you of the responsibility?

Mr. MITCHELL. I have always advocated that in work for the blind.

Mr. KELLEY. Even for anyone?

Mr. MITCHELL. Any business at all needs a supervisor. It needs somebody experienced at the head of it, and especially in work of this kind because, Mr. Chairman, as a rule we are taking men and women from private life who have never been in business and have never had any business experience at all. A great many of them have been dependent on friends and have had no opportunity for any business contacts or experience, and I advocate thoroughly that our work be supervised, and I want to say that it is supervised admirably.

Mr. KELLEY. Mr. Randolph.

Mr. RANDOLPH. I have no questions. Mr. Mitchell, I want you to feel that we are very appreciative of your attendance here, and the statement you have made and the questions you have answered have contributed materially to our hearings.

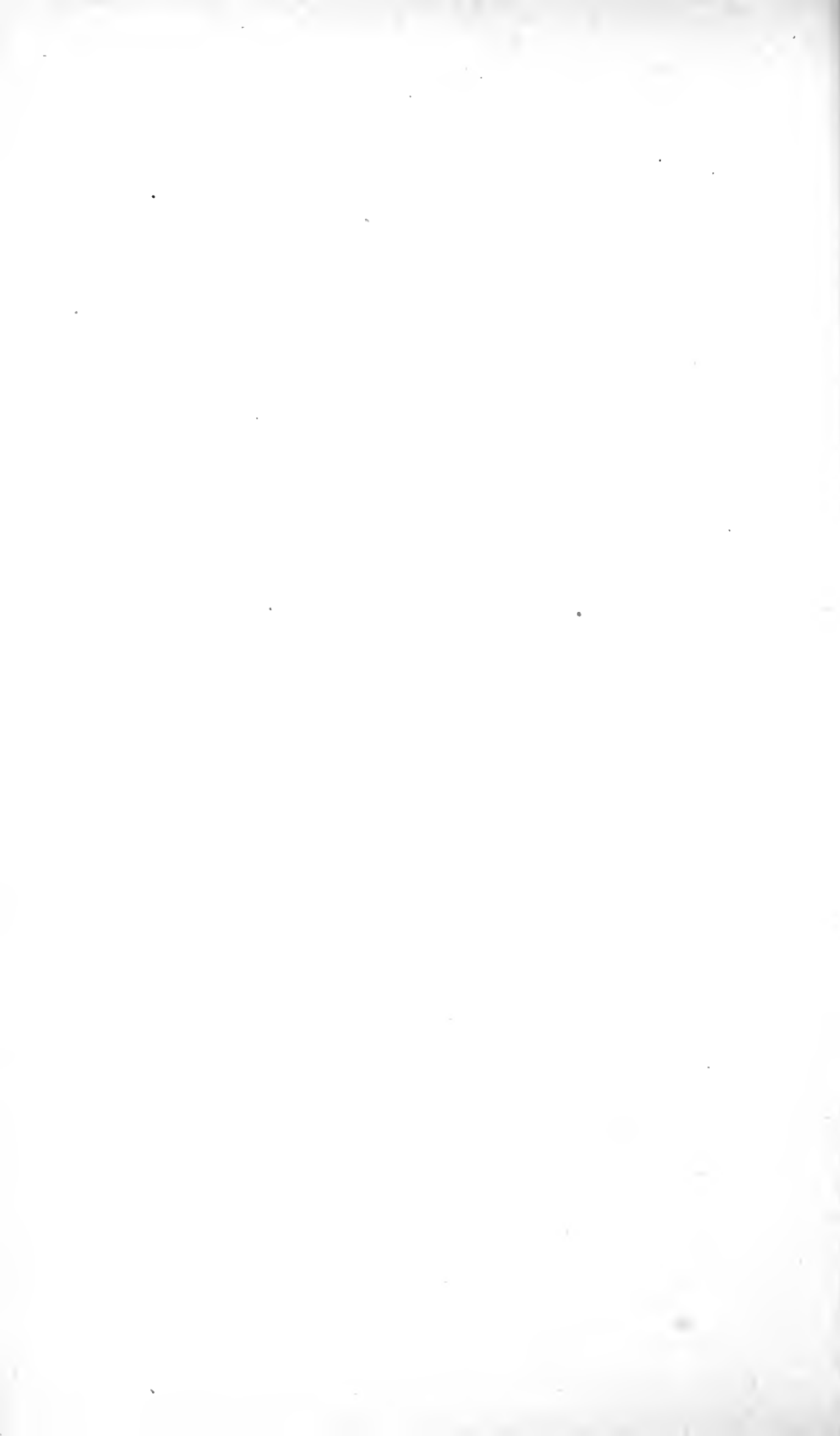
Before you leave the witness stand, where do you operate?

Mr. MITCHELL. In temporary building R. That is at Fourth and Jefferson Drive, SW. The War Production Board is in there at the present time.

Mr. KELLEY. Thank you very much, Mr. Mitchell.

That will conclude our hearings today. The committee will stand adjourned until 10 o'clock tomorrow morning, and tomorrow we have as witnesses, among others, Vice Admiral McIntire; Mr. Walter, of the Department of Labor and Industry of Pennsylvania; Dr. Thomas Parran, Surgeon General; General Hines, Administrator of the Veterans' Bureau; and Major General Kirk, Surgeon General of the United States Army.

(Whereupon, at 12:25 p. m., the subcommittee adjourned until tomorrow, Thursday, September 7, 1944, at 10 a. m.)



INVESTIGATION OF AID FOR THE PHYSICALLY HANDICAPPED

THURSDAY, SEPTEMBER 7, 1944

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON LABOR,
Washington, D. C.

The subcommittee met at 10 a. m., Hon. Augustine B. Kelley (chairman) presiding.

Mr. KELLEY. The committee will please come to order.

We have as our first guest witness today Admiral McIntire, Surgeon General of the United States Navy. Admiral, the committee will be very glad to hear you at this time.

STATEMENT OF VICE ADMIRAL ROSS T McINTIRE, SURGEON GENERAL, UNITED STATES NAVY, CHIEF, BUREAU OF MEDICINE AND SURGERY, NAVY DEPARTMENT

Admiral McINTIRE. Mr. Chairman, I am not going to read any prepared statement this morning. I think it would be better if I give you some of the ideas that we have to propose, and perhaps some of the observations we have made in our experience in handling many of the men who have come back with disabilities of all kinds.

We feel that we are approaching the rehabilitation program in a much more sensible light than we did in World War I. It makes no difference what the handicap is—whether a man is deaf, has lost an arm or a leg, or is blind, he should be taught from the beginning that he is not so handicapped that he will not be a useful citizen in his community throughout his life. In my estimation the approach should be made on this basis and it is the responsibility of all of us to see that that comes true.

If we go about this right from the very day that this man is injured, if, psychologically, he is taught that this situation can be brought about, and if we take positive steps from that time on to show to him that it can be done, we will be able to do a first-rate job in rehabilitation.

A man who comes back from this war, who has been unfortunate enough to be injured, and as a consequence receives a pension from the Government—must be made to understand that the pension he receives, and which he should receive, is not something to allow him just to sit back or to eke out an existence, but that it is his security throughout his life, and that he should be a useful citizen and make his way, earning his living. We are basing our rehabilitation program on that thesis.

So, to use the blind as an example—and I understand that is what this committee is most interested in, although we can apply it to all of the handicapped persons in the same way——

Mr. KELLEY. We are interested in all types of physically handicapped, but, up to the present time, we have been dealing particularly with the blind.

Admiral McINTIRE. We have in Mare Island, Calif., one of the finest examples that can be found of giving aid to physically handicapped people in our amputation set-up.

We have been working on that since the Spring of 1941, and I hope that any of you in this room who may go to the west coast will take the opportunity to see that institution at work. It is an inspiration, which gives you a lift.

It may sound peculiar to say you could go into a center of that kind where men are being rehabilitated who have lost much of the physical use of parts of their bodies, and still come away feeling that you have been given something of a lift. But that is true. That is something I can speak very positively about.

But because the blind problem has not been solved in this country I feel that I would like to talk about it.

I think we should consider three vitally important things when we speak about the blind.

When we talk about fellows injured in this war in all services we should consider those who are blinded in our industrial plants in war industries, and then we should consider very seriously the very large group of blind that are in civil life in this country, the number of whom we are not sure about, but which is something that should be determined.

These handicapped individuals should be located and we should know what their status is. We do not know that. I think if we look at our blind in that way we will have a fairly sound basis on which to work.

In the services we have established what we feel is a very good program. But it is a little early for us to say that the methods which we are using now are going to be 100 percent perfect and sound.

The Army is doing a very fine job at Valley Forge, and with the institution they are establishing at Avon Farms in Connecticut. The Navy has a very well organized set-up at the new hospital in Philadelphia. We are making our own parallel, and we hope the results will be uniform. If they come out as we hope they will, with the man rehabilitated as far as his social side is concerned, we will have done a satisfactory job. At that point he becomes a veteran, and the program goes on from there to where he will find a gainful place in civil life. Those steps are being worked out, and I think they are going to work very well.

What we do in the Navy is this: When a man is blinded he is moved into a hospital as soon as he can be brought in from a combat area. He is given whatever medical and surgical care is necessary to bring about his recovery from his wounds. At the same time the psychological side is given careful attention. In my own long experience with the blind I know of no class of physically handicapped people that are as fine and inspiring because of their optimism.

There is no reason why we cannot do a remarkable job in rehabilitation there because they approach things from the optimistic angle, so

that the psychological approach is not difficult. We believe we have found a way to speed along that side of the problem in the early hospital days.

Just as soon as this man is able to go about he is taught to go about among the sighted individuals. In the ward in which the blind man lives, the sighted are also instructed that he is not to be considered as an unfortunate person who cannot do the things they can do.

In other words, in their attitude toward him they must make him feel that he is one of them.

In a hospital such a man is taught to go about and engage in the type of service in which he is most likely to be able to compete with the other people.

He is encouraged to go on liberty.

He is soon taught to be able to find out again what traffic means, by bucking traffic, because he is using his other senses in being able to mingle with people outside.

So he is reeducated, always with the thought and the knowledge that he is approaching a condition where he will go into vocational work which will enable him to carry on the work for which he was fitted before he went into the service.

We are using everything we can in the way of knowledge obtained from active and sound organizations in civil life.

There are many excellent organizations in the United States. I do not want to single out anyone in particular today because there are so many good ones. I do not want to appear to slight any of them.

We are receiving fine cooperation from all of these institutions. We have one in New York that is a great help to us in aiding in the classification in connection with social readjustment work, that is, the classification of what a man's ability is to go on in civil life. That has been worked out by these people over a long period in working with the blind. It is something that takes years of experience to find out. It would be very difficult for us to acquire quickly. The help we are getting will enable us to work out a better and more satisfactory system so that our blind will not have to stay in institutions any longer than necessary.

We have learned that the worst thing we can do for any man, whether he has lost an arm or a leg, or has some other disability, is to keep him in the hospital; when you do that you do something to him, as you take away some of his initiative. So, in working out our rehabilitation program we intend to do everything we can to provide for that hiatus in the steps in our rehabilitation program.

Turning now to what might be done in the over-all blind picture. There is no question in my mind but what a man blinded in industrial work in this war is as much entitled to rehabilitation as a man blinded on a combat field. The question of where the responsibility begins and where it ends in these cases is something which the committee, I know, is thinking about. You will make your decisions on what you should do after you have concluded these hearings.

I have been interested over a great many years in what is being done for the blind in our various States. Some States have done and are doing a wonderful job, while other States, because of lack of money, I suppose, have not done so well.

In connection with this over-all program I think we should see to it that the blind in civil life, especially the unfortunate children, are

shown a way during their early years which will keep them from feeling that they are handicapped. I think everyone in this country should be given that opportunity. Just how that can be worked out, is a difficult thing to say. In England they have learned that a great deal can be done by having a central institution. They have done a fine job in the rehabilitation of their blind.

Whether it would be a wise thing to set up an institution in this country, not necessarily in separate States, but in areas, whereby methods could be developed under which these people could be brought to the institution, regardless of the cause, and be given the opportunity to get the same things that a man who had become blinded and who is going to get out of the service will get, requires careful thought.

Following this thought the next question is, What part should the Federal Government play, in cooperation with the area States, in setting up and operating such an institution? What obligations should be met by the Public Health Service or the Federal Security Agency? These are points that should be given very serious consideration by this committee.

My firm conviction is that something should be done to establish regional institutions whereby the blind in civil life, and that will mean the industrial blinded, those injured in industry, as well as those in the country now known as veterans, should be carefully surveyed so they may have the same opportunity.

I think that covers all I would like to say at this time, Mr. Chairman.

Mr. KELLEY. You think the establishment of some institution to look after the interests of the blind, let us say, from the laboratory standpoint, would be advisable, and would it not also be advisable to have that apply to all types of physical handicaps that have occurred in industry, or any parallel types of handicap?

Admiral McINTIRE. Those are real problems, and we are hard at work on that. In our methods of handling the hard of hearing, we again have the opportunity of drawing from the experience of some very excellent civilian organizations which have been doing fine work in some of our larger cities. We are going right on with that.

We also have a very difficult situation in the psychological handling of the deaf when he realizes that he is a shut-in, which he is. It does something to his general personality. We have learned that we have to approach this from an entirely different angle. With the hearing aids we now have, we must be very careful that we do not move too fast, because when we do that we defeat the first purpose in many cases. We have many real problems there, so we are going along rather deliberately in working out our studies.

But I think you are right in bringing up that point, and I think without any question, that whatever disability a man has suffered in this war he certainly rates consideration and the opportunity for rehabilitation.

Mr. KELLEY. It seems to me that it is the general opinion that the Army and Navy are doing a very fine job in the rehabilitation of men in the armed forces, and that is why we are very glad to have you here to give us the value of your assistance. I am rather more or less surprised to hear you say you have accumulated a great deal of your knowledge from civilian institutions.

Admiral McINTIRE. That is correct.

I might say, too, that we have learned something from the lessons of the last war. The mistakes made at that time we cannot afford to repeat. But we have gained a great deal from the experience of some of these very fine organizations, which are numerous throughout this country. They have been doing a great job. They should be given credit for what they have done.

I had one man in a few days ago who was very, very helpful to me on account of his experience, which I think will keep us from making serious mistakes. We cannot afford to overlook the lessons of experience.

Mr. KELLEY. No, we cannot. Does that apply to members of the armed forces who have lost limbs, where you fit them and rehabilitate them?

Admiral McINTIRE. Yes. There again is a case where we should give credit where credit is due. There are large industrial organizations in this country which are being very helpful to us in the employment of our handicapped.

Mr. KELLEY. You have a placement division or placement bureau?

Admiral McINTIRE. Yes, we have. In two of our large hospitals we have had experimental programs going on, for about a year and a half, in which certain industrial organizations are coming in and teaching our men how to do certain jobs so that they will be ready for employment when they are able to leave the hospitals. They are taught their tasks during the period they are in the hospitals, and they are on the pay roll while they are being taught.

Mr. KELLEY. I have a firm conviction that a person can be placed in industry and do comparably as well as those who are physically sound, but I fear when the pressure for employment comes along, many handicapped people might be relieved in order to get someone who is physically sound.

Admiral McINTIRE. I think that is probably true, and yet I will again go back to the blind as an example. My observation has been that once a blind man has fitted himself for a job and demonstrated that he can hold it, he will keep it. It will be a very rare thing to see that man replaced.

Mr. KELLEY. Then there is another serious obstacle, and that has to do with the compensation laws in some of the States.

Admiral McINTIRE. That, of course, is something that I would not care to comment on, except to say that I believe now is the time that a physically handicapped man in this country, no matter where he is located, must be given an equal opportunity for his complete rehabilitation.

Mr. KELLEY. Do you know anything about what has been done in England? I understand they have done and are doing a very good work in rehabilitation. They have had more experience than we have had.

Admiral McINTIRE. They are much further advanced in their work than we are on our program. But they have been at war for 5 years, and we would expect that. We have taken advantage of the work they are doing.

One of my very experienced surgeons just back from over there spent a considerable time in this last operation. He spent several weeks going through the various institutions looking at what they are doing

in the matter of rehabilitation to see what he could bring back for us along certain lines.

He feels that they are doing a grand job, and because of their geographical situation they can do a great deal more in a constructive way than we can do because, after all, England is not very large.

In the handling of the blind they have one central organization at St. Dunstons where they are doing a splendid job. I do not think that I entirely agree with their methods, but we can learn a lot of good lessons from them.

I think we could apply that to some of the other groups also, with clinics, or institutions to handle certain classes of cases which, over a period of a few months could well be set up in different parts of the country where they are not now available. I think that is one of the things we will want to do, and the question as to how we will do it, and who will be responsible for it, is something else again.

The Veterans Administration comes into the rehabilitation picture very strongly, and I know they are making plans for a thorough follow-up in all classifications.

Let us say a man has had an amputation and has received his prosthesis and it is satisfactory; if a year or two later he finds that a readjustment is necessary, there is a place he can go to get sound advice without having to travel a hundred miles to a center.

That will be done throughout the country, and these classifications will be made by the Veterans Administration. I do not want to take over their job of telling you what they are doing, but I can tell you that that is one of the good things they are doing.

I think it is very much needed.

Mr. KELLEY. Have you had any difficulty in proper fittings for artificial limbs, with the use of them?

Admiral McINTIRE. Our training is going along very well. We still have difficulty with satisfactory replacements for arms where there have been amputations. That continues to be a rather difficult proposition. But I can say that great strides have been made. So far as the lower limbs are concerned, we are getting along awfully well.

Mr. KELLEY. The proportion of lost limbs is greater in this war than it was in the last war; is not that true?

Admiral McINTIRE. I am afraid it is going to be. Some of our losses, because of intensive machine-gun fire and mortar fire, are causing us a lot of grief in that way. But I think you can count on a very sound job being done.

Mr. KELLEY. Do you have any men in the category of paralysis in this war?

Admiral McINTIRE. The percentage will be rather low. It is a very positive proposition that calls for a different method entirely, but there, again, is something we cannot afford to just sit back and say "it is too bad, but we have here a hopeless situation." It is not a hopeless situation.

Mr. KELLEY. There is no case that is hopeless.

Admiral McINTIRE. No. We have a very sound program.

In the governmental rehabilitation program we are bringing in all sorts of factors.

We have a vocational section and we are calling our physical education group into the picture very decidedly. It is a very rounded program.

We will be glad to furnish you with anything we have about it.

Mr. KELLEY. We will be glad to get it, because before we are through with our work the committee will visit some of the centers.

Admiral McINTIRE. I think it will be helpful. I think you will be interested to see what we are doing with the blind and the deaf and with our amputation cases at Philadelphia. The Army has a number of hospitals where they are doing splendid work.

Mr. KELLEY. Are there any in New York City?

Admiral McINTIRE. Not in New York City, but not far from there. They have an excellent clinic for the blind at Valley Forge.

This work I am speaking of, as far as rehabilitation from the industrial side is concerned, is carried out at our two hospitals, one in Brooklyn and one in Jamaica, at St. Albans.

Mr. BARKER. Do you know, sir, what machinery has been set up to coordinate the work the Army is doing with the Navy and the Veterans Administration vocational rehabilitation?

Admiral McINTIRE. There is the closest kind of liaison set up. So there will be no gaps and no lags.

General Hines is the chairman of that board, and the Army, the Navy, the Public Health Service and the Federal Security Agency have representatives on that board. In addition to that, we have our working members. Then, to keep the closest liaison of the services with their rehabilitation offices, they have their liaison with each other so we know exactly what is going on in the other services.

At the Avon school in Connecticut the Army is making those facilities available to any Navy man who may care to go there after they have finished work at Philadelphia.

There is the closest sort of liaison going on between the two services because each of them must know what the other is doing.

Mr. KELLEY. The purpose of this investigation, Admiral, is to get an over-all picture of what is being done for the physically handicapped people of the Nation. In many instances and in many types there has been a great deal of neglect, at least some neglect in seeing that individuals, in isolated communities, were taken care of. Of course we are aware that the Army and the Navy are doing a fine job, but unfortunately they cannot take care of everybody.

Admiral McINTIRE. I think this is the time to extend the field.

Mr. KELLEY. I think so. We are very much indebted to you, Admiral. You have had rich experience and the committee is happy to get some of it.

Admiral McINTIRE. I have just come back from a round of the field and I have seen thousands of men in the various stages who have reached our hospitals. It only impresses on you even more the fact that we have a real job to do. I think it is a grand thing that your committee is going into the whole problem.

Mr. KELLEY. We thank you very much for coming up.

Admiral McINTIRE. I thank you very much for letting me come.

STATEMENT OF MICHAEL J. SHORTLEY, DIRECTOR, OFFICE OF VOCATIONAL REHABILITATION, FEDERAL SECURITY AGENCY

Mr. KELLEY. Our next witness is Mr. Shortley, from the Office of Vocational Rehabilitation. We will be glad to hear you, Mr. Shortley.

Mr. SHORTLEY. My name is Michael J. Shortley. I am Director of the Office of Vocational Rehabilitation, Federal Security Agency.

The Office of Vocational Rehabilitation was established as a constituent unit of the Federal Security Agency on September 8, 1943. Responsibility was assigned to this office for the establishment of standards in the various areas of service; for technical assistance to the States; and for certification of Federal funds for grants-in-aid to the States upon the approval of State plans for vocational rehabilitation meeting the requirements of the authorizing act of Congress.

To carry out these responsibilities, two functional divisions were set up: The Administrative Standards Division made up of two sections—Management Standards and Fiscal Standards and Control; and the Rehabilitation Standards Division comprising four sections—Physical Restoration; Service for the Blind; Advisement, Training, and Placement; Research, and Statistics.

Eight regional offices were established in conformity with agency organization, to maintain close working relations between the States and the Federal Office.

Through the cooperative Federal-State plan, the supervision, control, and operation of the program rests with the State boards of vocational education, each having a bureau or division of vocational rehabilitation in charge of a full-time director and professional staff. The provision of rehabilitation of the blind, however, is assigned to the State commissions or agencies for the blind where legal authority exists for providing rehabilitation services.

Today's testimony has to do with the disability of blindness. This statement, therefore, covers that part of the vocational rehabilitation program. For the civilian disabled which provides services to restore blind persons to remunerative employment.

In the Federal Office, the functions of the Section of Services for the Blind are to develop methods and standards for the rehabilitation of the blind and to coordinate the efforts of the State agencies administering this part of the vocational rehabilitation program. Experience in rehabilitating blind persons—both in this country and in Canada—over the past 25-year period, is brought to the section by its chief, Joseph F. Clunk, who is himself without sight. The work of developing the industrial placement of blind persons is in charge of a capable industrial engineer who is also without sight and other staff members have special experience in meeting the needs of blind persons.

This section assists the State commissions or other agencies for the blind and the State divisions of vocational rehabilitation to (1) provide complete rehabilitation services for the employable blind persons in the United States to enable them to become self-supporting and productively useful; (2) demonstrate to employers of persons who become blind on the job that normal job opportunities should be continued to be made available to them; (3) demonstrate to other employers that blind persons, adequately trained, can perform equally as well as sighted workers in a great number of selected operations. As a result of these processes many needy blind will be removed from public relief rolls or find it unnecessary to seek public relief. Thus, they will become taxpayers and producers.

The section of Services for the Blind comprises a small staff as is true of all functional units of the Office of Vocational Rehabilitation. This section is an integral part of the total rehabilitation organization. It is serviced by the functional units specializing in physical restoration, research, fiscal, management, advisement and counseling pro-

cesses. The regional representatives who service this part of the program as a part of their regular duties, have held conferences with the officials of the State agencies and have assisted them in the preparation of State plans and budgets. This assistance is being continued with all phases of program operations. In Washington, the Division of Administrative Standards reviews the budgets and processes the grants. The Physical Restoration Section advises in the provision of restoration of sight services for those employable blind persons whose cases are susceptible of treatment and provides consultative services in the correction of physical disabilities which add to the handicaps of blindness. The Advisement, Training, and Placement Section collaborates with the Services for the Blind in the development of tests, advisement techniques, and case work procedures. In developing aptitude tests for manual dexterity the experience of the New York Institute for the Blind and the Trainee Acceptance Center operated by the board of education in Philadelphia is being drawn upon.

Similarly, the tests being developed by the Surgeon General's office of the War Department in a training center for blinded soldiers at Avon, Conn., and the Valley Forge army hospital at Phoenixville, Pa., are being explored. The Research and Statistics Section is studying and reporting upon various problems to be solved in the rehabilitation of the blind. In initiating a program for the industrial placement of blind persons, assistance is being given by a small committee of outstanding leaders in work for the blind, who are familiar with the industrial employment of blind persons. Another study is under way that seeks to determine the number of blind persons employed in agriculture, the professions, and white-collar occupations; and to ascertain what factors have contributed to their success or failure in these occupational pursuits. In the immediate future, three assistant regional representatives, working out of San Francisco, Minneapolis, and Washington, will devote full time to the advisement of State agencies in the organization and development of all services for the blind, such as case finding, physical restoration, vocational counseling, prevocational training, vocational training, placement, and after-care.

The Section of Services for the Blind is developing methods and procedures to assist the State agencies in directing services toward the employment of blind persons in six major fields; namely, (1) industry, (2) vending stands and commercial enterprises, (3) professions and other white-collar occupations, (4) agriculture and rural occupations, (5) work shops, and (6) home industries.

A number of factors enter into the magnitude of the problem which confronts the State agencies in the rehabilitation of the blind. The newly blinded person has to conquer fear. He fears personal injury; he fears economic dependency; he fears the paternalism of his family and friends; he fears the possible belief in the minds of both the employer and the public that his loss of sight destroys his ability to work. If the rehabilitation program is to succeed, the State agencies must assist the blind in removing these fears and in demonstrating to the public and to the employer that blinded persons come from all walks of life with a great variety of skills and talents which can and should be used in many occupations.

The case load has never been counted. The most reliable records available estimate that approximately 230,000 persons in the United

States come within the most generally accepted definition of blindness.¹ This definition is:

The term "blind person" means any person who has not more than 20/200ths of visual acuity in the better eye with correcting lenses; or visual acuity greater than 20/200ths but with a limitation in the fields of vision, such that the widest diameter of the visual field subtends an angle no greater than 20 degrees.

Some 98,000 of the 230,000 blinded persons—which includes both men and women—are between the ages of 15 and 64. It is estimated that at least 60,000 of these individuals can be made self-supporting and can be removed or kept from public assistance rolls. In order to do this, many rehabilitation services must be made available and provisions made for a wide variety of employment objectives.

The program for rendering services to the blind on a State level includes the following functions, all or part of which may be required for successful adjustment:

- (1) Locating blind persons in need of rehabilitation.
- (2) Investigating each case to determine individual needs.
- (3) Physical and vocational examination and diagnosis.
- (4) Medical, surgical, or psychiatric treatment for the disabilities that may exist in addition to blindness as a handicap to employment.
- (5) Vocational counseling to assist the blind person in planning his rehabilitation.
- (6) Prevocational instruction.
- (7) Vocational training facilities either connected with or separate from the special workshops for the blind.
- (8) Maintenance and transportation, where financial need exists, for the rehabilitation training period.
- (9) Occupational tools, licenses, and equipment where necessary and financial need exists.
- (10) Placement in employment.
- (11) Supervision in employment.

To render these services, an adequate State staff, with the proper qualifications to help blind persons prepare for and secure employment in the various occupational fields, is essential.

There are 32 State jurisdictions which, by statute, have authorized the State commission or other State agency for the blind to provide rehabilitation services for the blind. In the remaining 19 States, rehabilitation for the blind will be provided by the State division of vocational rehabilitation. Services for visually handicapped persons who do not come within the legal definition of blindness are provided by the State divisions of vocational rehabilitation on the same terms as for all other groups of the disabled.

The State plans for the 19 States which include the rehabilitation of the blind as a function of the State division of vocational rehabilitation have been reviewed and approved. The plans of 23 State agencies for the blind have been approved, with 9 plans in process of preparation. For the first half of the fiscal year 1945, \$370,000 has been granted to the State commissions or agencies for the blind. Of the grants made to the 19 State divisions of vocational rehabilitation, the States estimate \$290,000 will be used for the rehabilitation of the blind.

¹ Social Security Bulletin, October 1943, pp. 17-26.

In-service training courses for staff members of the State blind commissions or agencies and of the sections of services for the blind of the State divisions of vocational rehabilitation have been initiated by the Federal office.

The first course for the training of industrial employment agents for the blind began in Baltimore on May 22 and was completed in Washington on June 30. This class was made up of 10 blind men from the following States: Arkansas, California, Florida, Georgia, Maine, Missouri, North Carolina, South Carolina, and the District of Columbia. In preparation for the course, the industrial employment specialists of the Federal office arranged for the cooperation of 20 business organizations in the city of Baltimore engaged in the following types of industries: 7 in food processing; 13 in manufacturing, including hats, paper boxes, piston rings, airplane parts, radio and weather instruments, electric motors, nonferrous castings.

Each of the plants was surveyed and from 4 to 6 primary jobs were selected and demonstrated by the specialist. The blind trainees in the course were instructed in all of these processes, with the result that they learned how to perform more than 100 different factory processes. More important still, they learned how to analyze an industrial process which might exist in other types of plants. In addition, the trainees were given practice in salesmanship and instruction in such subjects as public liability and workmen's compensation insurance, accident prevention, problems of the industrial executive, and labor union relations. Placement techniques and post-placement supervision methods were emphasized throughout the course.

This training course will be repeated beginning September 4, with the following States planning to send staff members: Florida, Georgia, Illinois, Iowa, Nebraska, New Jersey, Oregon, Texas, Utah, and West Virginia.

Experience has shown that the training course should be restricted to 10 persons because of the problems which arise with large groups when the demonstrations are being conducted in many of the plants. This training course will be repeated as needed.

The first of the series of training courses for State supervisors of vending stands and other commercial enterprises was conducted during a period of 3 weeks in the month of August. Nine sighted persons and one blind person attended this course. They came from the States of Florida, Georgia, Kansas, Kentucky, Maryland, North Carolina, Ohio, South Carolina, and Texas. Unlike the training course for industrial placement specialists, this course can accommodate approximately 20 persons since the vending stand program in operation in the District of Columbia is available as a laboratory, and the present group of 60 stands can be visited without difficulty.

The trainees in the vending stand course were given intensive instruction in the details of stand operation, and the supervisory staff of the Washington Society for the Blind, gave generously of time and facilities. This training course will be repeated until the needs of the States for trained stand program directors is met.

The passage in 1936 of the Randolph-Sheppard Act, which permits the operation of refreshment stands in Federal buildings by blind persons, gave impetus to the stand program as an activity for persons with commercial talents: 348 stands are now being operated under

this program in Federal buildings in the United States and approximately 1,000 stands are in operation in non-Federal buildings.

Training courses will be developed for State staff members who will specialize in the problems of blind persons engaging in professional and other white-collar occupations. Training courses should also be developed for State staff members who will work with blind persons in rural activities such as truck farming, animal husbandry, dairy farming, beekeeping, and so forth.

Regardless of the length or intensity of the training courses provided by the Federal office, such courses cannot provide State employees with complete training for the various rehabilitation activities. Consequently, there will be field agents from the Federal office to assist the State staffs in solving the more difficult problems and to aid in every way possible in promoting the highest standards in the service.

The rehabilitation of the disabled is a vertical segment of many fields at the point where related programs come together. Program operations, therefore, rely upon the development of cooperative agreements to correlate activities at the Federal, State, and local levels, and to avoid wasteful duplication of services. These agreements of cooperation at the Federal level are statements of certain basic principles of policy and procedure to be translated into working relationships within the States for the interchange of information and experience, maximum use of all facilities, and mutual referral of cases.

The representation of many of the voluntary agencies, providing special services for certain groups of the disabled, on our national and State advisory committees affords close cooperation in integrating private and public activities and services.

The National Rehabilitation Council, composed of representatives of business and industry, labor, medicine, education, services to the blind, social welfare, and other interests closely allied to the problems of disablement gives assistance in matters of general policy on program operations. The National Professional Advisory Committee made up of representatives of the medical specialties most actively concerned with rehabilitation is aiding in the development of the services of physical restoration. The National Advisory Committee for the Industrial Placement of the Blind affords advice in the channeling of blind workers into industry; and a special committee of leaders in the field of work for the blind is assisting in the vending stand program for the employment of blind persons in commercial enterprises.

During the fiscal year ending June 30, 1943, there was a total of 42,618 disabled persons rehabilitated under the cooperative Federal-State program. Of these 2,395, 5.6 percent were blind in one eye; 1,629, or 3.8 percent, had defective vision; 485, or 1.1 percent, had vision of 20/200ths or less; 106, or two-tenths of 1 percent, had a combination of vision and hearing disablements; 105, or two-tenths of 1 percent, had vision and other disablements—a combined total of 4,720 persons with serious visual defects.

The Civil Service Commission has collaborated with the Services for the Blind of the Office of Vocational Rehabilitation in vigorously promoting the employment of the blind in Government agencies. The Commission reports that approximately 450 blind persons are now employed in the Federal services.

Many of these are working in munition factories, aviation field depots, and in Government offices as dictaphone operators, clerks, and attorneys. There is every hope and every reason to believe that the departments of Federal Government will continue to expand their employment of qualified blind persons. A decrease in the retirement of individuals from the Federal service because of the loss of sight will be one of the results.

It is gratifying to note the change in the general attitude on the part of the public toward blind persons during the last few years. Although sighted employers are not placing orders for blind workers in the same manner as they do for sighted workers, yet the rehabilitation agents in the States are finding a decreasing resistance to their efforts to place the blind in employment. It is true, of course, that the labor shortage due to the war has played an important part in this change. Nevertheless, part of the success is due to a changed attitude and the availability of better rehabilitation services. The rehabilitation of blind persons is now being viewed by many as simply a difficult problem which is capable of practical solution in contrast to one of impossibility a few years ago.

The Division of Visual Aids of the United States Office of Education has recently made funds available to pay for the production of a motion picture showing blind persons at work in industry. This film is being made by the Caravel Co. of New York, and will attempt to answer many of the questions asked and objections raised by the sighted employer in the utilization of blind workers. Many of the answers will be given photographically; others will be given in the narrative. One film showing a foreman instructing his blind worker in the operation of a drill press or milling machine will be made in the same manner as instruction films in the present war production training activity. John A. McAulay, industrial employment specialist on the staff of the Services for the Blind in the Federal office, has been assigned to collaborate with the Caravel Co. in the production of this film.

Mr. KELLEY. That is a fine statement, Mr. Shortley.

Mr. SHORTLEY. Thank you.

Mr. KELLEY. How many of these States have set up machinery to cooperate with Federal agencies in vocational rehabilitation?

Mr. SHORTLEY. With reference to the blind, you mean?

Mr. KELLEY. Of course, the blind are handled separately, but we would like also to know about the balance of the physically handicapped.

Mr. SHORTLEY. Every State in the Union, except one, plus the territories of Hawaii and Puerto Rico, have plans that are approved. But there are nine States in which the agencies for the blind who are going to administer the program for the blind have not yet submitted plans. They are all in the process of preparation now.

Mr. KELLEY. You made a statement in the course of your remarks that the agency for the blind in the District of Columbia serves as a sort of laboratory. This thought occurred to me: How much does it cost to manage these 60 stands, how many employees do you have to have on the pay roll to take care of that?

Mr. SHORTLEY. That service is furnished to the operator of the stand in the District of Columbia by the Washington Society for the Blind.

Mr. KELLEY. Yes.

Mr. SHORTLEY. And that is under an arrangement that was completed before my office was established, while the rehabilitation service was being performed in the Office of Education, and in accordance with the terms of the Randolph-Sheppard Act. That responsibility is still with the United States Office of Education.

However, we have made arrangements with that department to integrate the work that is being performed by the two agencies until there is some review of the Randolph-Sheppard Act. We are working together. I have not checked on the cost problem in reference to the stand program.

Mr. KELLEY. You do not know how many are on the pay roll or how many paid administrators you have that that service supplies to the blind?

Mr. SHORTLEY. No; I do not know the number of employees on the pay roll of the Washington Society for the Blind.

Mr. BARKER. Mr. Shortley, could you tell us how many blind people are on the rehabilitation rolls today, say, for this year?

Mr. SHORTLEY. No; I cannot. Our reports from the State agencies showing the results of the activities for the fiscal year ended June 30, 1944, are just coming to our office now. I think, from what I have seen of those reports and the partial tabulations that have been made, that the number of rehabilitations will be about the same as it was for the year before.

Mr. BARKER. Can you tell us what is the average cost per person to rehabilitate the blind persons; are there any figures available on that?

Mr. SHORTLEY. Yes. In the tabulation that I prepared for the committee, that information is shown down through the years; the average cost per rehabilitation has ranged from \$132, low, to a high of something like \$500.

I can give you that exactly from this chart. It is headed "Total Expenditures from Rehabilitation Funds, Per Case, by Years, From 1921 to 1943," and there is shown in this tabulation a low of \$132 and a high of \$544.

I think that in considering the cost of rehabilitating cases consideration should be given to the fact that in the past, prior to the passage of the Barden-La Follette Act, the State agencies were not authorized to provide all the services that are contemplated and needed in a rehabilitation program. In a great many instances the services were gotten through some charitable organization or through charitable individuals. Those costs do not appear in these figures, and I think that in reviewing these per capita costs down through the years it is necessary to take into consideration that under the Barden-La Follette Act there will be a great many more services rendered to disabled individuals, such as physical restoration, where necessary, which will probably increase the cost, but will enable the State agency to do a much more effective job in that they will not have to train around a disablement, where the disability can be removed by surgery or treatment.

Mr. BARKER. Can you tell us what is the average amount of time required to rehabilitate a blind person, or are there any figures available on that showing the average?

Mr. SHORTLEY. I think I could get some figures on that. I would hesitate to promise it because I am not sure that it can be done. We

are planning to get some figures of that kind for the future. We have not had enough time yet to get them from the 82 jurisdictions that are operating under the new program. So I am quite sure that they are not available at the moment.

Mr. BARKER. I think that is all.

Mr. KELLEY. To carry out the administration of the Vocational Rehabilitation Service requires many employees, Federal employees as well as State employees?

Mr. SHORTLEY. That is right.

Mr. KELLEY. How many of them are physically handicapped people?

Mr. SHORTLEY. I do not have the tabulation, but I can tell you from the meetings I have attended with State people that there are a great many physically handicapped persons in the rehabilitation program. There are a number in our office. A minimum of 10 percent of the employees are physically handicapped.

Mr. KELLEY. Would you say it is the policy to employ as many handicapped people as you can use in the administration of this vocational and rehabilitation program?

Mr. SHORTLEY. I would think that where the personnel policy which controls the operation of the program in the States and Territories is not violated that preference would be given to a physically disabled person, all other things being equal. Of course, when we are dealing with vacancies in our own office we deal with the Civil Service Commission to get lists of eligibles. Those individuals are referred to us in the order in which they qualify in the examination. If there is a preference that can be given to the physically disabled within the scope of that policy—that is the personnel policy.

Mr. KELLEY. You mean that is the personnel policy of the Civil Service Commission?

Mr. SHORTLEY. Yes.

Mr. KELLEY. That is a pretty narrow scope, is it not? They do not extend themselves very much to give physically handicapped people preference?

Mr. SHORTLEY. I know that in the past 20 months the Civil Service Commission has employed in field facilities of the Federal Government more than 34,000 physically handicapped individuals. The State agencies administering the rehabilitation program cooperate very closely with the district managers of the United States Civil Service Commission in the field in placing these individuals, so I think there is a real effort being made to take care of the disabled.

Mr. KELLEY. It would be a strange thing where Federal funds are expended in the interest of physically handicapped people that other than physically handicapped people should be employed to carry out the work if the physically handicapped can be used.

For instance, an amputee can do most of the work, if he has an artificial leg or an artificial arm, and the thought has occurred to me that perhaps not as much consideration has been given to that as there should have been. Thirty-four thousand, after all, perhaps not more than 1 percent of the total number of Government employees.

Mr. SHORTLEY. Of course, that number was limited to those who were employed in the field facilities and during the last 20 months of the records of the Civil Service Commission.

There is a unit established in the Civil Service Commission that deals with the problem, under the direction of Dr. Harvey.

Mr. KELLEY. To deal with physically handicapped in the service?

Mr. SHORTLEY. Yes. We are working very closely with him.

Mr. KELLEY. I believe that is all, Mr. Shortley, and in the name of the committee I thank you. We appreciate very much your coming before the committee to help us.

Mr. SHORTLEY. Thank you.

STATEMENT OF MAJ. M. E. RANDOLPH, SURGEON GENERAL'S OFFICE

Mr. KELLEY. Major Randolph.

Major RANDOLPH. Mr. Chairman, I state briefly that I am testifying here as a doctor and as a member of the Medical Corps. I do not know whether any special legislation is pending before this committee now or not.

Mr. KELLEY. No.

Major RANDOLPH. If so I have not read it.

Mr. KELLEY. We are only after information. This committee is functioning under a resolution of the House to make a study and investigation of the aid for physically handicapped.

Major RANDOLPH. With no special legislation before you.

Mr. KELLEY. No.

Major RANDOLPH. My testimony has not been cleared through the Bureau of the Budget if any legislation is being considered.

Mr. KELLEY. It has not reached that stage.

Major RANDOLPH. I would like to say that I am in the Surgeon General's office and have charge of the Army's blind program.

The Army's blind program is this: When a blind patient originates in this country he is sent to one of two general hospitals: One is at Dibble, Menlo Park, Calif., and the other is at Valley Forge, Pa. If a casualty is not able, because of his disability, to be sent to either of those two hospitals we send a blind consultant to him to acquaint him with the aspects of blindness and to ease the preliminary psychological shock to the individual, and if the patient has to remain in the hospital a program is arranged by the consultant to tide him over until the transfer can be effected.

When he is able to be transferred he is received at one of these hospitals, depending upon which one is nearest his home, and there, while his medical and surgical needs are being taken care of, and he receives a preliminary course in social readjustment.

The staff is very well trained in each of these hospitals, the key-men of which have had training in service for the blind. There the patient is given the preliminary phases of the program, and is oriented; and by that we mean he is taught how to dress himself, how to eat, and how to take care of his personal appearance. Along with this he is given an adequate program of physical reconditioning; he is taught Braille, typing, and he is given occupational therapy and various aspects along these lines.

After the surgical and medical handicaps have been treated at these two hospitals, he is then transferred to Old Farms Convalescent Hospital, at Avon, Conn., outside of Hartford, and there he undergoes a much more extensive program of social rehabilitation. He has

to be reoriented upon his arrival at Old Farms, and he is given some advance training in occupational therapy and in various skills, keeping in mind that we are trying to find the job that he is best fitted to do when he is discharged from the Army.

At Old Farms again a competent staff has been gotten together and this program likewise depends upon the patient's individual needs, and lasts approximately 4 months. It may be shorter or may be longer, and at the end of this program he is then discharged from the Army and transferred to the Veterans Administration.

At Old Farms there is a trained representative of the Veterans Administration who works along with the staff. He evaluates the patient's potentialities before he finally goes out and returns to civilian life again.

That, in substance, Mr. Chairman, is the Army's program for the blind.

Mr. KELLEY. What percentage—I do not suppose it is a military secret—but what percentage of the disabled from this war are blind?

Major RANDOLPH. It is a little hard to say. It is probably less than one blind person for every 1,000 killed. We have been taking that as a rough figure. I believe it is less than that.

Mr. BARKER. Major Randolph, I suppose the Army finds it easier to get personnel than most private agencies do in these days. Would you say that the Army has sufficient personnel to take care of the blind?

Major RANDOLPH. I think, except in such key positions perhaps as salesmanship, that we have; yes.

Mr. BARKER. You have sufficient in the medical field?

Major RANDOLPH. Yes.

Mr. BARKER. Could you tell me how many patients there are in the two hospitals that you have mentioned for the blind?

Major RANDOLPH. I can tell you for the three.

Mr. KELLEY. Will you give that to us?

Major RANDOLPH. At Dibble at the present time—may I approximate this?

Mr. BARKER. Yes.

Major RANDOLPH. Nine at Dibble; approximately 60 at Valley Forge, and approximately 50 at Old Farms.

Mr. BARKER. And could you tell us how many have already gone through Avon?

Major RANDOLPH. We have discharged from Avon approximately 15.

Mr. BARKER. That is, blind?

Major RANDOLPH. Blind; yes.

Mr. KELLEY. I believe that is all, Major. We thank you very much.

Major RANDOLPH. Thank you, Mr. Chairman.

STATEMENT OF DR. CARL E. RICE, PUBLIC HEALTH SERVICE.

Mr. KELLEY. You have a statement you wish to make, Dr. Rice?

Dr. RICE. I have a short statement, Mr. Chairman.

Mr. KELLEY. You may proceed.

Dr. RICE. What I have to say, Mr. Chairman, will concern the medical aspects, or the industrial medical aspects of some of the blind aid programs.

Mr. KELLEY. Will concern what?

Dr. RICE. The medical aspects of some of the blind aid program or prevention programs, with which I have been associated.

Mr. KELLEY. We will be glad to hear you.

Dr. RICE. A blind eye, technically, is one that cannot even perceive or appreciate light. Such an eye is described as having no light perception. However, in our modern civilization we now apply the term "blind" to a person who has considerably more vision than light perception. Public programs, aimed at aiding the blind and compensating for loss of vision due to employment, in order to simplify administration of such programs have come to define, in mathematical terms, where blindness commences.

Considering visual acuity alone, as the most important function of the eye, we have come to speak of a person with a visual acuity of 20/200 or less, which cannot be improved with glasses, as blind. This is not a universal practice, however. Even as late as 1938 the State of Pennsylvania, under its blind aid program, had a more restrictive definition, while the State of New York, under its workmen's compensation law had a much more liberal definition than that of 20/200.

There has always been argument over the point as to where blindness commences or ceases. The American Medical Association established the concept of "economic blindness," meaning that degree of visual handicap which rendered an individual incapable of making a living at any occupation where eyesight is essential. From observation it was felt that, for the majority of people, when visual acuity was reduced to 20/200, then economic blindness existed. For some individuals even this is not true, as is shown by the work of Dr. Albert Snell, of Rochester, N. Y., who found people employed in industry at jobs where eyesight is essential, with vision as low as 5/200.

The point I desire to make is that blindness is not a definite entity but a variable one, with the human factor as an important part of the equation. I may be economically blind with a visual acuity of 20/100, while my neighbor with less vision will adjust to his visual handicap and carry on and would not consider himself blind. Blindness is one of the innumerable gradations of visual handicap. In reality, the blind, make your definition what you will, comprise but a small group of our population but the visually handicapped comprise a large group. Much constructive value might come from emphasizing, in the future, the visually handicapped and placing less emphasis on the blind.

PREVALENCE OF BLINDNESS

Making estimates on the number of blind in our population has been a national pastime for some people for over a hundred years. I have indulged in it myself. In 1838, Mr. Hazard in writing about the number of blind in Pennsylvania and the United States drew the conclusion that the States whose people were most exposed to the sea air had the highest rate of blindness (37 per 100,000 in Pennsylvania). He also observed that under all circumstances the colored population was most subject to blindness. The logical explanation of the sea air as a factor in causing blindness, as expressed in this paper, written some 106 years ago, is that the States bordering the Atlantic were the oldest, with the greatest wealth, with private and public agencies commencing to interest themselves in the unfortunate, therefore they

had more knowledge as to who was blind. This is true even in our own day. Recent estimates run from 83 to 150 per 100,000 population. This point seems unimportant if one stops to think that the blind are but a small part of the visually handicapped who comprise in the neighborhood of 5,000,000 persons.

CAUSES OF BLINDNESS

There are three main causes of visual handicap, namely, disease (72 percent), hereditary and prenatal influences (7 percent), and accidents (21 percent). The medical profession and public health agencies have done much in preventing blindness from disease and heredity. Many public and private agencies concerned with labor standards, factory and mine inspection, safety first campaigns, and so forth, have worked on the accident end of this problem.

It is interesting that our various States present different problems from the standpoint of causes of blindness. Pennsylvania and West Virginia have much higher rates of blindness from accidents because of the mining industry and high industrialization. Kentucky, Missouri and Arkansas have high rates from trachoma among the whites. The Negro has twice as much blindness as the white population. In the past syphilis has been more prevalent in our larger cities, and as a result, more blindness from syphilis was seen in cities than in country districts.

Availability of diagnostic and treatment facilities has influenced the incidence of blindness. Dr. Alfred Cowan in the December 1936 issue of the Pennsylvania Medical Journal drew attention to the high rate of blindness in the nine counties of Pennsylvania lacking eye specialists and lacking public or private hospitals. If this is true for an old State such as Pennsylvania then it must prevail in younger States.

PREVENTION OF BLINDNESS

To get results many agencies, public and private, must do their part. In my experience with the Social Security Board it was very gratifying to see how consistently and persistently the majority of State welfare agencies and State legislatures advanced from financial aid to the needy blind to efforts at sight restoration and to efforts at prevention. The States were and probably remain ahead of the Federal Government in seeing the necessity of making an advance on all of these fronts together. It was my pleasure to sit in many conferences in States where representatives of State Medical Societies, the State Department of Education, the State School for the Blind, the State Health Department, the State Welfare Department and the State Labor Commission were called together to discuss the problems of prevention of blindness and their various responsibilities.

Action in some cases was eventually aimed at revising the curriculum of the public schools, in others at better exchange of information, in others at mutual agreement as to spheres of influence and in some cases at better dissemination of information about eye diseases among the general medical practitioners.

It is difficult to understand how all efforts in aid to the visually handicapped, at prevention of such handicapping, at sight restoration and at rehabilitation can be successfully grouped in one agency

whether at Federal or State level since the United States Public Health Service, the Children's Bureau, the Bureau of Labor Standards, the Bureau of Mines, the Office of Education, the Office of Rehabilitation, the United States Employment Service, and the Social Security Board have various responsibilities in this field and some have played a valiant role.

Considering precedents established by Congress and attempting to speak as an objective observer and student, I respectfully suggest that efforts in this field might be pointed up by (a) stimulating research in diseases of the eye, (b) permitting the Social Security Board under Title 10 of the Social Security Act to match funds with States on expenditures made to restore sight and conserve vision in needy individuals, (c) permitting the Office of Education to assist States, financially, in establishing or operating special classes or schools for the visually handicapped child and, (d) resurveying the authority and finances of the Children's Bureau under the "Crippled Children's" title to ascertain whether that agency can, under present arrangements, properly assist States in medical and surgical services to the visually handicapped child.

MR. KELLEY. I believe there was a statement made here several days ago that many people could have their sight restored by surgery if they had as small an amount of as \$100. I wonder that condition is prevalent, do you know, Doctor, throughout the country, whether many people are left blind because they cannot afford to have some attention?

DR. RICE. I would say there are two factors involved in that. In other words, human inertia is one, and with that, I would say, a lack of education as to where to get help or whom to ask, and also economics come into the picture especially among your blind who have been unemployed, your older blind, especially, and for that reason many of your State welfare departments under the Social Security Board aid-to-the-blind program have gone into that field and have developed very worth-while programs with high standards of aiding sight restoration. Many of the States have done that already. They could do more if the Social Security Board could match funds with them on payments for doctors, hospitals, and so forth.

MR. BARKER. Doctor, would you say that there are sufficient medical facilities in the United States to take care of the prevention program?

DR. RICE. I would say that a great deal of eye care is not of an emergency nature, although that is not true in the case of accidents, but, we will say, outside of accidents and those conditions requiring frequent visits to an ophthalmologist over a considerable period of time, that people can travel for their eye care if they know where to go. They can travel 20 miles, and they can travel 100 miles, but many people do not like to go so far from home and many do not have sufficient funds and for that reason many do not get the care they need. You will find many schools in the United States where school children with 20/70 vision, or worse, are attempting to carry their class load without glasses, simply because their parents have never gotten around to taking them to a doctor, or it is too far to go. I think you will find in States such as North Carolina, and I think Dr. Cheek told you about it, and States such as Colorado and Washington, that they have attempted to mobilize their ophthalmologists, to take them out for 2 or

3 days at a time to these isolated country towns and schools and refract the children who need refraction, and so forth. In the same States and others, children needing various types of eye care have been mobilized and brought to medical centers where services have been provided at public expense. I would say that there is about one ophthalmologist to about each 25,000 people. Maybe it is not so much a question of number as it is of distribution.

Mr. BARKER. Would you tell us, Doctor, what sort of a program the Public Health Service conducts for the prevention of blindness? That is, do they have a special project?

Dr. RICE. Beginning about 1914 they carried on an extensive trachoma program over in Kentucky, Tennessee, West Virginia, Arkansas, and Missouri, where you find that about 20 percent of the people who are blind are blind from trachoma.

Following that I would say that the general public health program carried on by State and local health departments and the Public Health Service has had an indirect prevention of blindness value. Your syphilis control program will take care of 10 to 15 percent of blindness if you finally control syphilis, and your control of gonorrhea will take care of a certain percentage of it, and greater pasteurization of milk will take care of a certain percentage of it, and your tuberculosis program will take care of a certain amount of it. It has been a general approach, not a specific approach.

Mr. BARKER. Do you think that is the best approach, Doctor, or would you recommend that they set down a specific program?

Dr. RICE. It is certainly a very necessary approach.

Mr. BARKER. That is, the general approach?

Dr. RICE. Yes, sir; the general approach is a very necessary approach. In any case it would be the State and local health departments that would carry it on if it were done. There is much to be done in the way of getting into the public schools more to find the children who need refraction and who need muscle operations on their eyes, and so forth. There is much to be done, but as to whether that might be aided and partly financed through the Children's Bureau in the crippled children's program or some other agency, I do not know.

Mr. KELLEY. Some States carry out medical examination of the children in public schools.

Dr. RICE. Yes.

Mr. KELLEY. I do not know of any State, however, that goes any further than to advise parents or guardians as to the findings ascertained as a result of the examination.

Dr. RICE. Well, Dr. Cheek, from North Carolina, states the ophthalmologists go out to the various communities and they examine the school children and attempt to get the parents to pay for the glasses, and if the parents cannot pay, why, some private agency will pay. That has also been done in Colorado, Illinois, and Washington State.

Mr. KELLEY. As a general approach to the examination they may find that they have some incidental disease like tuberculosis, or have a tendency to it or some taint that may lead to an eye weakness or blindness. I am thinking of that more than just of glasses.

Dr. RICE. Yes, sir. Of course, in a good tuberculosis control program, in such States as Minnesota and Wisconsin, that have the

institutional facilities for taking care of TB, more can be done in the indirect approach to the prevention of blindness than can be done, in some of the Southern States where there are no public institutions for the care of the tuberculous. I would say it depends on the facilities of the State.

Mr. KELLEY. Do you have any idea what percentage of the blind people in the United States are born with that handicap? I imagine it is a small percentage.

Dr. RICE. I think that has been brought to your attention in one of the studies that came out of the National Health Survey, and you probably have had reference to it already, a study by Mr. Rollo Britten, where it was estimated that 7 percent, I believe, of the blindness is due to hereditary factors—7 percent.

Now, I imagine the Committee on Statistics of the Blind—and Miss McKay testified the other day for that committee—might have more reliable statistics about their findings in State schools for the blind as to the amount of hereditary blindness.

Mr. KELLEY. Do you subscribe to the statement that was made here by a couple of witnesses that the amount of blindness in proportion to the population is decreasing due to the care and attention that is being given to prevent it?

Dr. RICE. Yes, sir. You have your efforts in the field of accidents by your big industries and your big private agencies, such as the National Society for Prevention of Blindness and National Safety Council, and you have your public health agencies, and you have your medical profession pretty much on its toes desiring to take care of these patients. Yes, I think, without doubt, your blind load is coming down. Certainly it is in the States in the Middle West where trachoma formerly was rampant and 20 percent of the blindness was due to trachoma. That is coming down.

Mr. KELLEY. I do know, from personal experience, that industry has done a great deal to prevent blindness. It has done a good job. It has the human problem where certain rules and regulations for the employees are violated. For instance, in the coal mines, they are instructed to wear goggles while doing certain work; an inspection shows that a great many of them neglect this precaution. That is true throughout all industry, I suppose.

Dr. RICE. There are quite a few diseases which we do not know much about yet, such as glaucoma and myopia, as to why it is. We know the mechanism of it, but as to why some people have it and others do not have it, we do not know. It is diseases like that that I had in mind when I referred to the stimulation of research. A good many fine institutions exist for research on diseases of the eye, and we have one over in Baltimore. It is possible that some stimulus might be given to such research by efforts of the Federal Government.

Mr. BARKER. Doctor, it seems to be clear that some States have a very good program and other States do not have. Do you not think it would be a good idea, and a good thing to do, to have the Public Health Service set up standards of adequate care for children in the States and then get the distribution of that information to all of the States, and to get back of that and see that such a program is put over in all of the States?

Dr. RICE. Well, I presume that the Public Health Service and the Children's Bureau both have been attempting to do that for a good

many years, and it is probably because there were more pressing things in other fields that they have not gotten farther.

For instance, the Children's Bureau with its crippled children's program, because of the limitation of State funds in some States has not been able to go beyond the polio cases. They are taking care of them. Some States with more funds have gone beyond that, taking care of children with crippled hearts, and some of them are taking care of blind children, with cataracts, and so forth. It is just like an amoeba, pushing out a little farther and a little farther as they become more skilled and the legislatures and the people become more interested.

Mr. BARKER. Does the limitation of funds hold the program back?

Dr. RICE. That and I would say also trained personnel, both.

Mr. KELLEY. I guess that is all, Doctor. You have been an interesting witness. We are happy to have had you come here. You have helped a lot in our studies.

Dr. RICE. Thank you, sir.

Mr. KELLEY. Mr. Walter.

STATEMENT OF M. M. WALTER, DIRECTOR OF VOCATIONAL REHABILITATION, STATE BOARD FOR VOCATIONAL EDUCATION, AND CHAIRMAN OF THE LEGISLATIVE COMMITTEE OF THE NATIONAL REHABILITATION ASSOCIATION, HARRISBURG, PA.

Mr. WALTER. Mr. Chairman, I had not planned to limit my remarks to the problems of the blind.

Mr. KELLEY. That is all right. Our study covers the whole field of the physically handicapped.

Mr. WALTER. That is what I had in mind.

Mr. KELLEY. There is no type we neglect.

Mr. WALTER. I thought I would direct my remarks to the inquiries that were received from the committee. The questions included the size of the handicapped problem in Pennsylvania; the agencies that are providing service to the handicapped; what the State is doing at the present time to take care of the needs of the handicapped; and what plans are in the making for improving the service to the handicapped, with special reference to one of your letters in which information was requested about the services of physical restoration, training, placement, and follow-up.

The welfare of the disabled in Pennsylvania is a major problem. It is provided through unemployment compensation, employment, pensions for the blind, public assistance, aid for the dependents of veterans who are disabled, special education as outlined by the previous speaker, including both the conservation and the correction of hearing defects and loss of vision, and vocational rehabilitation.

My remarks will be limited to the vocational rehabilitation aspects of the problem, and if you desire information on the other needs of the handicapped, I would suggest that you call other witnesses from the State.

From the point of view of the number of people involved and the size of the problem in Pennsylvania, one of your letters indicated that 1 person in 6 of the general population is handicapped. This ratio agrees with the National Health Survey and seems to be true in Pennsylvania on the basis of studies that have been made.

It was found, in an analysis of the men who have been rejected by Selective Service so far, that approximately 40 percent of the 45,000 men who are examined every month in Pennsylvania are rejected because of physical and mental disabilities. Of this number, about 50 percent have physical impairment and 50 percent mental disabilities. Those with physical disabilities are divided as follows: 6 percent are tuberculous; 10 percent have hearing defects; 14 percent have orthopedic disabilities; 20 percent have visual defects; and about 26 percent have defects of the heart.

The rest, or about 20 percent, consist of a miscellaneous group, such as syphilitics, people who have Bright's disease, diabetes, duodenal ulcers, arthritis, and other disabling conditions.

The ratio compares favorably with the percentage for the country as a whole; that is, about 1 person out of 5 of draft age has a disability which, although it may not be an employment handicap in every case, is still a disability.

I suppose your committee is familiar with the studies of the National Safety Council, the American Automobile Association, and also the special studies of the National Health Survey as they relate to the blind and those with aural defects. Between 90,000 and 120,000 persons are deaf in this country and between 200,000 and 250,000 are blind.

According to the latest figures that were given to me yesterday by the State Council for the Blind there are approximately 20,000 blind people in the State of Pennsylvania if we accept as a criterion 20/200 as a basis for the determination of blindness.

In Pennsylvania, pensions are granted to the blind; that is, to persons who have a visual acuity of 10/100, which cuts the load down to about 12,000 instead of 20,000.

Of the cases rehabilitated last year in Pennsylvania, 6 percent had visual defects, 2 percent had loss of sight in one eye, and 5 percent were blind. However, it does not cover the entire picture for the State. You should inquire of the State Council for the Blind for additional information on the subject.

So, as far as Pennsylvania is concerned, using the figures that have been submitted by the Selective Service Board, 1 in 5, or 1 in 6, is a fair ratio to consider in determination of the number of persons with physical impairments.

From the point of view of the services that are being rendered to the disabled by agencies in the State, a list of all the agencies is being prepared and will be submitted to you at an early date, together with a letter from the Governor.

There are at least eight departments in Pennsylvania that are providing services for the physically handicapped as I have outlined before, and in addition there are many private agencies that are rendering service. The Pennsylvania Society for Crippled Children, with its 67 affiliated bodies; the Pennsylvania Tuberculosis Society, with its county associations; the Pennsylvania Association for the Blind; the Pennsylvania Society for the Blind; the Association of Workshops for the Blind; and the Pennsylvania Association for the Deaf are among the agencies that are cooperating with us and also carrying on special programs for the welfare of the disabled.

I suppose you know that there is a crippled children's hospital in Pennsylvania which is operated by the Department of Health, three

schools for the deaf, two schools for the blind, and several hospitals for the crippled administered through private sources.

I do not know exactly the amount of money that is being spent annually for the welfare of the disabled, but it runs into millions of dollars and could easily be obtained by the committee.

Concerning the present program for the vocational rehabilitation of the disabled and the plans that are in the making to expand that program, you are familiar with Public Law 113 which was passed by Congress last year. You are a member of the Committee on Education in the House and know about the passage of that law. As you remember, it took more than 2 years of study and research before that bill was enacted by Congress.

About three-fourths of the legislatures will not meet again until next January. The result is that many of the States will not be able to expand their programs under Public Law 113 until 1945, although all of them are making plans and arranging to do so as rapidly as possible.

In my State we are going to increase our program four-fold. We now have a staff of about 45 workers which will be increased to 200. Plans are already under way for this expansion to provide for an increase in the present case load from 10,000 to 40,000 physically disabled persons. There is a constant pool of about 200,000 disabled people in the State who are potential cases for vocational adjustment and the new program should take care of the minimum needs of the group.

With the program stepped up to 40,000, when the legislature meets next January, the money can be obtained to take care of the expansion. As far as vocational rehabilitation is concerned, the future appears to be bright for Pennsylvania.

We know that the appropriations heretofore have been limited, both Federal and State, but with Public Law 113 acting as a stimulus to the States, I feel confident from what I have been able to learn that they are going to accept the benefits of that law and do everything possible to take care of the vocational rehabilitation needs of the disabled.

It will require 4 or 5 years before the point can be reached where we can really begin to talk about the program, but it is in the offing, and I felt when I read the letters from the committee that it might have been better perhaps to have postponed this study at least as it relates to the rehabilitation of the disabled, for 2 or 3 years until the States have had an opportunity to take up the slack, get into the harness, and do a satisfactory job.

Concerning the future of the program, I believe, as I mentioned before, that we can look forward to a worth-while program and although I do not know what the committee has in mind, Public Law 113 provides a group of services which should adequately take care of the needs of the disabled, as far as those who have employment handicaps are concerned.

This law provides for physical restoration, medical care, surgical operations, hospitalization, therapeutic treatment, physical therapy, occupational therapy, work treatment, vocational guidance and counseling in the selection of suitable job objectives, vocational training either on the college or secondary school level, employment training, placement in employment, and follow-up.

You may be interested to know that in Pennsylvania we follow through all cases for at least 1 year after they are placed in employment. We have found that 90 to 95 percent of the men and women who are rehabilitated and placed in employment are still employed a year after employment was obtained for them, 85 percent are working for the same employer, between 45 and 50 percent have received increases in wages, and only about 5 percent have received a decrease in wage. So, from the point of view of economics the program is sound and the employers are satisfied.

You inquired in your letters about the problem of discrimination; that is, are employers still discriminating against the employment of the disabled? I believe that since 1940 the psychology has changed and we have an entirely different picture today. In one study made in Pennsylvania, 250 employers reported a favorable attitude toward the employment of the disabled. In another study conducted in Philadelphia about 5 years ago, in which an analysis was made of some 1,500 operations in more than 40 industries, involving 200 plants more than 50 percent of the employers indicated a favorable attitude toward the employment of the disabled.

Now, from the point of view of the attitude of the State toward employment of the disabled, I might say that in the rehabilitation offices there are at the present time about 22 secretaries and stenographers, and all but 4 of them are physically handicapped. Of the professional workers, of which there are about 22, at the present time more than 50 percent are physically handicapped.

Of course, a physical handicap is relative. I am sitting here wearing glasses. I have a physical disability. I also have a back condition which has the habit of putting me in bed about 1 week out of the year, but I do not consider myself physically disabled from the point of view of being able to carry on my occupation; but I do have two physical disabilities.

When I say 50 percent of our men are physically disabled, I refer to the men who have had infantile paralysis, or have an arm off above the elbow, or have marked hearing or vision defects. So, I think we are adequately providing for the reemployment of the disabled in the bureau of rehabilitation.

As far as the State as a whole is concerned, I learned yesterday that there are no figures available concerning the ratio between the normal and the disabled employed in State work. However, the attitude of the State toward the employment of the handicapped was shown in 1937 when a study was made of all of the automobile drivers in Pennsylvania. More than 30,000 licenses were granted drivers who were physically handicapped, and some of them badly disabled. Also, in 1933, the legislature passed a resolution urging the employment of an adequate number of physically disabled in public employment.

I think this summarizes, in a few words, my statement today, Congressman Kelley.

Mr. BARKER. Mr. Walter, would you tell us what your experience has been in Pennsylvania with title X of the Social Security Act? First, does Pennsylvania appropriate sufficient funds to match the amount given by the Federal Government?

Mr. WALTER. Title X refers to the blind?

Mr. BARKER. Yes.

Mr. WALTER. I have nothing to do with that service, but I might state that Pennsylvania is not receiving any Federal money at all for pensions for the blind. The State is paying the entire bill, and the reason is that the blind in Pennsylvania at this time do not care to accept the standards that have been established by the Federal Government, which are used as a basis for ascertaining when a pension should be paid to a blind person.

Mr. BARKER. Would you tell us how the standards differ?

Mr. WALTER. No, I cannot tell you except that in Pennsylvania a man must have visual acuity of 10/100. I am not sure that that meets the Federal requirement today. I also understand that the standards relating to need differ from the Federal requirements.

Mr. BARKER. No, it is 20/200.

Mr. WALTER. 20/200; then it does not meet it.

Mr. BARKER. Would you give us again the number of disabled in Pennsylvania?

Mr. WALTER. The blind?

Mr. BARKER. No; the number of disabled.

Mr. WALTER. One in each five persons, and I told you that 6 percent have tuberculosis, 10 percent hearing defects, 14 percent orthopedic cases, 20 percent defects of the eye, about 26 percent have a heart condition, and the other 20 percent are made up of syphilitics, persons who have Bright's disease, Burger's disease, duodenal ulcers, and other disabling conditions.

Mr. BARKER. Would you tell us how many of those disabled are employed in Pennsylvania?

Mr. WALTER. No, I cannot; I do not know how you can obtain that figure.

Mr. BARKER. You said several studies had been made showing the cooperative attitude of industry in Pennsylvania. Does that manifest itself in employing these disabled people?

Mr. WALTER. Yes. I can tell you of one plant in Scranton today, the Prospect Industries. They moved their plant to Scranton last year, and they are making the Dunhill cigarette lighter, and have an order for about 2,000,000 lighters for the Army. We have placed 75 handicapped persons in that plant since they opened up last year, and just as fast as the plant expands they are recruiting more persons.

Then, there is the Lycoming Motors Co. which spent half a million dollars to equip a shop in which to train disabled people. We recruited workers for them and they were trained in that shop, and eventually the shop was moved from the school and used as part of the plant, and those men are working there.

Mr. KELLEY. What types of handicapped are they?

Mr. WALTER. Tuberculous, back conditions, and individuals with hearing and visual defects, and a few cardiacs.

Mr. KELLEY. How about amputees?

Mr. WALTER. Yes; amputees.

Mr. KELLEY. And paralytics and spastics?

Mr. WALTER. You mean specifically in that group?

Mr. KELLEY. Have you been able to place them anywhere?

Mr. WALTER. Yes, sir; we have been able to place them. You will find a very bad spastic in the library in Harrisburg that we helped to train over a period of about 7 years. She became a librarian, and she is a spastic and is employed in the Harrisburg State library today.

Mr. KELLEY. Do you have difficulty with the compensation law in Pennsylvania?

Mr. WALTER. No; we do not have difficulty with the compensation laws because the Supreme Court of Pennsylvania ruled several years ago that if a disabled person is employed by an employer and he suffers another disability the employer only pays compensation for the second disability. That is not taking care of the needs of the disabled individual, you understand, but it certainly overcomes the objection of the employer to employing the disabled.

We did have a provision in the compensation law that provided for second injuries, but it was declared unconstitutional by the Supreme Court of Pennsylvania.

Mr. KELLEY. Yes. I am thinking of the many industries in Pennsylvania, especially the coal-mining industry, with which I am familiar. It has made a practice to require physical examinations of prospective employees, and on the basis of the examinations they hire them.

Mr. WALTER. You may be interested to know that we are now working out an arrangement with the Carnegie Steel Co. in Pittsburgh this week. Their head physician was in conference with the man in charge of our Pittsburgh office, and they are considering an arrangement for the examination of physically handicapped people so that they will be selected on the basis of their employability and not on the basis of their disabilities.

The chief surgeon of another institution came to us about 2 weeks ago to discuss that very problem, and as I said before the hearings on Public Law 113, Dr. Hazlett, who is chief surgeon of the Westinghouse Electric Co., is very much interested in this problem. Up until a year ago the blind were not employed in the Westinghouse Electric Co. in Pittsburgh. Today there are several blind men operating machines in the shops of this corporation.

Mr. KELLEY. Do they have a rehabilitation program at the Westinghouse Electric Co.?

Mr. WALTER. They are working in cooperation with our Pittsburgh office, and Dr. Hazlett, the chief medical adviser, has been very cooperative.

Mr. KELLEY. The point I was trying to make about compensation was this: Let us take someone who has had the amputation of a leg, and he goes into a factory or a plant, his chances of becoming injured might be just a little bit greater than one who had two legs, and therefore it puts a load on the compensation of the employer.

Mr. WALTER. Studies of that problem have proved just the opposite. Only two-tenths of 1 percent of the persons who become disabled in employment are persons with physical disabilities; persons that were previously disabled.

Mr. BARKER. Would you tell us the source of that study?

Mr. WALTER. I will be glad to send it to you when I return to Harrisburg.

Mr. KELLEY. I do not say that I disagree with your statement; but that is the feeling, you know.

Mr. WALTER. Yes; that is right.

Mr. KELLEY. You have to sell the idea.

Mr. WALTER. It has been the feeling in the past, but the attitude of employers has changed. Since 1942 it is entirely different. In fact, they are coming to us now.

Mr. KELLEY. Of course, the war and the scarcity of manpower has a great deal to do with it.

Mr. WALTER. That is right.

Mr. KELLEY. I was wondering what would be the situation after the war is over.

Mr. WALTER. In one of the largest industries in Pennsylvania we have a tentative understanding with the management that just as soon as our new State plan gets under way a full-time man will be assigned to the plant in cooperation with their personnel division. His function will be to look after the needs of the disabled in the plant, not only people who are physically handicapped, that is, people we know are disabled, but also potential cases in need of job adjustment who will not be able to carry on in their regular occupations. In other words the problem concerns not only employees who are physically handicapped but workers who are potential cases, who will not be able to continue in their old occupations but can be adjusted to new jobs.

Mr. KELLEY. We have a progressive program in Pennsylvania.

Mr. WALTER. The incidence of disablement among workers in industry has increased during the past few years. In the country as a whole it has been increased from 40 percent to 70 percent. However this is not true in Pennsylvania.

Mr. BARKER. Do you think the Pennsylvania workmen's compensation law is a good one for the physically disabled?

Mr. WALTER. That very question was asked me when the hearings were held on Public Law 113. I said then you should discuss that matter with the workmen's compensation folks. We need a good second-injury clause in Pennsylvania. We had such a clause but the courts threw it out as being unconstitutional.

Mr. KELLEY. When you started your statement did you tell us you are also associated with the National Rehabilitation Association?

Mr. WALTER. I am the director of vocational rehabilitation in Pennsylvania and chairman of the legislative committee of the National Rehabilitation Association.

Mr. KELLEY. Who are the members of the National Rehabilitation Association?

Mr. WALTER. There are both professional and lay members. The professional members are made up of State and Federal workers and the lay members are other individuals interested in the disabled.

Mr. KELLEY. Are they made up of State officials who administer the State vocational rehabilitation legislation, and when the new program, under Public Law No. 113 gets into full operation, will they take courses in connection with rehabilitation vocational training?

Mr. WALTER. For individuals who need vocational adjustment to enter suitable employment, there is no reason why the law should not provide adequate provisions for them as rapidly as the State provides funds. Fifty percent of the case service costs are paid by the States, and the program can be stepped up with the increase in State appropriations.

Mr. KELLEY. It is a question of the State supplying sufficient funds. If the State should supply enough funds it can take care of all of that?

Mr. WALTER. That is correct.

Mr. KELLEY. That has always been the problem?

Mr. WALTER. Yes.

Mr. KELLEY. We thank you very much, Mr. Walter, for your very interesting, informative statement.

Mr. KELLEY. The next witness is Mr. Powell, of the Social Security Board.

Will you give us your full name and your position?

**STATEMENT OF OSCAR M. POWELL, EXECUTIVE DIRECTOR,
SOCIAL SECURITY BOARD**

Mr. POWELL. Mr. Chairman, my name is Oscar M. Powell; I am Executive Director of the Social Security Board. I have here a reprint from the Eighth Annual Report of the Social Security Board on the question of social insurance.

Mr. KELLEY. We will be glad to have that.¹

Mr. POWELL. I have also a table showing selected State data for 1943 and 1944 in reference to aid for the blind.¹

Mr. KELLEY. We will be glad to have that.

Mr. POWELL. Mr. Chairman, the Social Security Board has administrative responsibility for three types of social-security programs: (1) Federal old-age and survivors insurance which is administered exclusively on a Federal basis; (2) approval by the Board of State unemployment compensation laws for obtaining Federal tax credits under the Federal Unemployment Tax Act, and Federal grants to the States for the administration of State unemployment compensation laws; and (3) Federal grants-in-aid to the States for assistance to the needy aged, blind, and dependent children.

These programs constitute a systematic and practical method of handling our existing problems of old age, premature death, unemployment, and dependency. During the past 9 years there have been great accomplishments in the development of a practical and sound program of social security in the United States. Certain shortcomings, however, have become apparent during this time. In the opinion of the Social Security Board, therefore, the present time is particularly appropriate for strengthening and extending our system of social insurance and public assistance to meet the problems of the reconversion and post-war period. The Board in its Eighth Annual Report to the Congress recommended a basic minimum program of social security necessary for protecting the American people against the major personal economic hazards. I am attaching a copy of these recommendations for inclusion in the record.

In considering the problems of handicapped individuals as well as of all needy persons the Board is strongly of the opinion that the first attack on any of these problems must be one of prevention. Factory inspections, safety work, medical examinations, medical care, and public-health services are all part of essential preventive activities. We cannot afford to wait until disability and dependency occur. Our experience under the Selective Service System indicates that unless we prevent disability, we cannot expect to make full use of our manpower in time of war or in time of peace. General Hershey reports that more than 5,000,000 boys and men in the age group 18 to 37 who have been examined for military service "are not physically fit to assume their responsibilities as citizens in war" and that because

¹ Held in the committee files.

of their defects many are "less useful to the community in any other capacity." As a nation, we must make certain that every individual has access to adequate medical care, hospitalization, and other related services which will make it possible to prevent and reduce sickness, disability, and dependency.

Closely allied to such preventive work is the field of rehabilitation, education, and placement of handicapped individuals.

In addition to prevention and rehabilitation we must, of course, provide an adequate cash income for individuals who are already handicapped or dependent and for those individuals who become handicapped or dependent in the future despite prevention and rehabilitation. At the present time, the Social Security Act provides two types of cash payments to individuals. One is the insurance method utilized with respect to old age, premature death, and unemployment. The other is the assistance method by which needy aged, blind, and dependent children are aided.

Finally, institutional care is necessary for particular individuals.

All five of these methods are essential in dealing with our problem. Each should be perfected to make its maximum contribution to meet our needs.

SOCIAL INSURANCE

The Board's recommendations for amendment of the Federal old-age and survivors insurance system will be of particular interest to this committee as they deal with some of the special problems with which you are concerned. During the calendar year 1943, 48,000,000 individuals made contributions under the Federal old-age and survivors insurance system. Just last month the Social Security Board paid the one-millionth insurance beneficiary since the insurance system began making such payments 4½ years ago.

At the present time, these million beneficiaries are composed of roughly 600,000 aged persons and 400,000 widowed mothers and fatherless children. At the present time, total payments to these individuals are being made at a rate of \$200,000,000 per year and will continue to increase steadily during the next 40 to 50 years. Thus, while the great majority of wage earners of the United States have insurance protection against old age and premature death, there is no insurance protection against disability. In this respect the United States stands almost alone. Some 30 countries have social insurance plans covering permanent disability; the United States and Spain are the only countries in the world which insure persons against old age without also insuring them against permanent or chronic disability. The Federal old-age and survivors insurance program under the Social Security Act is the only major retirement system in this country which fails to provide benefits for insured persons who are forced to stop work because of disability. Thirty-two nations have insurance against wage loss due to temporary sickness or disability. While we in this country insure temporary loss of earnings due to unemployment we do not insure the loss from temporary sickness or disability.

On an average day, about 7,000,000 persons in the United States are sick or disabled and cannot go about their work on the job, at home, or at school. About one-half of this number—some 3.4 million persons—would be at work in paid employment. The other half includes children, old people, housewives, students, and others not in the labor force.

The Social Security Board believes that social insurance against permanent and temporary disability is needed in the United States and that such a program is administratively feasible and desirable. At the present time a disabled person must wait until age 65 to draw any insurance benefits or his family may be entitled to survivors' insurance benefits if he dies. But in addition to being ineligible for insurance benefits while disabled the individual's insurance benefits at age 65 or at death are diminished or may even be lost depending upon the length of the disability. These shortcomings could be eliminated by including disability protection along with old-age and survivors protection. Disability insurance payments would be computed the same as old-age insurance payments, that is, as if the disabled individual were age 65 at the time of becoming disabled. The amount of the benefits would range from \$10 to \$85 per month depending upon the disabled individual's previous wages, length of time in the insurance system, and number of dependents.

This is in accordance with the recommendations which the Board has included in its report. Payments would continue throughout the period of disablement.

In addition, the Board believes that the insurance method should be used to provide protection against medical and hospital costs.

Available evidence indicates that the American people have not received all the medical care which modern science can provide. This is especially important with respect to the problems of handicapped individuals because we know that with adequate medical care many of the problems of the handicapped could be avoided or minimized. It is imperative, therefore, that consideration be given to assuring that every man, woman, and child in this country has adequate medical care at the time when it is needed.

PUBLIC ASSISTANCE

Although the Board believes that a strong and comprehensive system of social insurance would do much to alleviate dependency and suffering, it is clear that a comprehensive public assistance program is also essential to provide cash payments to individuals who are already in need, to those who may not be covered by the insurance program and to individuals whose needs because of peculiar circumstances are not fully met by the insurance program.

At the present time, the Federal-State program of public assistance to needy individuals provides monthly cash payments directly to some 3,000,000 individuals. In addition, the States and localities without any Federal aid whatsoever provide assistance to some 260,000 other needy cases comprising about one-half million individuals. There are, therefore, at the very time when we are at our peak industrial employment and national income more than 3½ million individuals in receipt of public assistance in the United States. During last year, the Federal, State, and local governments spent about \$1,000,000,000 under these assistance programs.

At the present 44 States, the District of Columbia, and Hawaii have State-Federal programs of aid to the blind under title X of the Social Security Act. Missouri, Nevada, and Pennsylvania operate programs for the blind without Federal funds whereas Alaska and Delaware have no special public programs for aiding blind persons.

In July 1944, in the 46 jurisdictions taking advantage of the Federal offer of matching funds, 57,000 persons received aid to the blind. This is an understatement of the number of persons aided under the Social Security Act since many blind persons 65 years of age or over are getting old-age assistance rather than aid to the blind. Several States grant old-age assistance to blind persons who are old because their appropriations for that program are more adequate or because they can make larger payments of old-age assistance than of aid to the blind.

In 1943, expenditures for aid to the blind in the 46 jurisdictions coming under title X at the end of the year totaled \$19,000,000. The Federal share in 45 States operating under the Social Security Act throughout the year was 47 percent and the State and local shares were 38 and 15 percent, respectively.

The Social Security Act authorizes the Federal Government to pay one-half the cost of assistance to a needy blind person up to a maximum of \$40 monthly. The act, however, does not place any limit on the amount of assistance that a State may grant to a blind person. At the end of 1943 seven States—the District of Columbia, Kansas, Louisiana, Massachusetts, Minnesota, New York, and Oregon—imposed no maximum on the amount of assistance that might be granted to a needy blind person. New Mexico had a maximum of \$60, and California and Wyoming had maximums of \$50. Twenty-seven States, on the other hand, limited payments to \$40, the maximum toward which the Federal Government will contribute one-half. In nine States, the maximum was pegged below \$40 and in South Carolina was only \$25.

In July 1944, the average payment was \$28.84 in the 46 States. The averages in individual States ranged from \$12.88 in Kentucky to \$47.52 in California. In Georgia the average amount paid was only \$13.89, in Alabama, \$16.77, in Virginia, \$16.65, and in North Carolina, \$16.51. The wide differences in the levels of payments reflect variations in costs and standards of living and in the resources of recipients as well as in the ability of the States to finance adequate programs. Undoubtedly, the levels of payments in many States, particularly those with small resources, are far too low. A number of States with insufficient funds instruct their local units to make payments which represent anywhere from 50 to 90 percent of the amounts which they have found necessary to meet minimum needs of recipients. It is for this reason that the Social Security Board has repeatedly recommended to the Congress that special Federal aid to low-income States be made available in addition to the regular 50 percent matching grant.

Although some States are seriously handicapped by the Federal matching maximum of \$40 and the Board has in consequence recommended its deletion from title X, many States have not begun to take full advantage of the present matching provisions. In November 1943, 78 percent of all payments were for less than \$40; 9 percent were for \$40, and 13 percent were for more than that amount. In 19 States, 90 percent or more of the payments were under \$40. These are for the most part comparatively poor States which could raise the level of payments if the Federal Government assumed a larger share of the cost.

In order to make more adequate provision for the needs of recipients of aid to the blind, the Board has also recommended to Congress the

amendment of title X to authorize Federal participation in the cost of medical services to recipients. Physicians examining some 20,000 recipients of aid to the blind in 20 States to determine whether they were blind within the State's definition of blindness indicated on records of eye examination that about one-fourth would benefit from some type of treatment to improve or conserve vision, including operation on the eye, treatment of the eye, systemic treatment, and glasses.

The Social Security Board will shortly complete a study of the causes of blindness of recipients of aid to the blind in 20 States. This study will supply information not only on the causes of blindness (etiology and type and site of affection) but also on the age, sex, race, degree of vision, and age at onset of blindness of recipients.

Our preliminary information clearly shows that if medical care was available at the proper time in the treatment of many diseases much blindness could be prevented altogether, diminishing vision frequently could be conserved, and lost vision in many instances could be restored.

If the Board's recommendations for special Federal aid, for deletion of the Federal matching maximums and for Federal matching of the cost of medical services were enacted, all States would be in a position to make more ample provision for needy blind persons. Many of the more prosperous States are now providing for special needs of blind persons. The Social Security Board urges States, insofar as they are able, to make such provision and also to consider the additional expenses incident to employment of the recipient.

I am attaching for the record a table which supplies information for individual States bearing on various points I have covered.

The Board believes that the present Federal Social Security Act places too many limitations on the States with respect to the amount of money to be matched by the Federal Government, the types of assistance which will be matched and the classes of individuals who can be aided. A more adequate and truly comprehensive and flexible system of public assistance could be developed if the Federal Government provided Federal grants to the States for any and all needy persons and if the Federal law were expanded along the lines which I have indicated.

Mr. BARKER. Do you think there should be a change in the social-security law to permit an adequate allowance in the Budget covering the needs of a blind person, to take care of special expenses which the blind have and other disabled groups do not have?

Mr. POWELL. I do not believe an amendment is necessary for that. I think the States may do that now. Some of them are doing so now and some of them would if they had more financial resources. It is perfectly permissible, as we understand the Federal act, for the State to take into consideration those items of expense.

Mr. BARKER. As I understood you, you said a person receiving aid for the blind needs \$60 a month additional expenses over the \$20 allowance from the State, and that the Federal Government should match that \$20, making a total of \$100?

Mr. POWELL. I think not, for the reason that the Federal act has a provision which requires that the payment be related to the need of the individual.

Mr. BARKER. Say the State official administering the law in the case of a particular individual who needed \$60 to meet the cost of additional expenses because of the fact that he was blind, allowed him that amount.

Mr. POWELL. He allowed that to him?

Mr. BARKER. Yes. I understand the objection raised was that they had to do it on the basis of the individual need and that they could not find a provision that would cover that.

So the people in charge of the administration of the law determines that individual X needed the additional \$60.

Mr. POWELL. The State made an investigation and determined that the individual needed \$80, in total?

Mr. BARKER. That is right.

Mr. POWELL. There would be no prohibition in the Federal law to having the Social Security Board match the first \$20 with the State making up the additional fund. That is done in many States now.

Mr. BARKER. In other words the State would have to contribute \$80 and the Federal Government \$20?

Mr. POWELL. No; if the total need were \$80, then the Federal Government would contribute \$20 and the State \$60.

Mr. BARKER. It has been suggested that the way this law is interpreted by the Social Security Board everything a blind person earns up to his first \$20 he does not really keep. Would you favor an amendment to the Social Security Act to give him an additional allowance so he could keep his first \$60 instead of his first \$20?

Mr. POWELL. From the way you phrased the last part of your question I do not know whether we have a meeting of our minds. An amendment to the Social Security Act made in 1939 requires that the State in determining the need of any individual must take into consideration all of the income and resources of that individual. There is no provision in the act now for exempting any amount of money, \$20 or any other sum.

The way most of the States deal with that problem is what you indicated by your question a while ago. They permit inclusion of extra expenses because the applicant is crippled, blind, or for other appropriate reasons.

The circumstances of human beings vary, and it is seldom that we find two people in precisely the same circumstances. Some people, for instance, need a special diet and some need more medical services, and some need transportation if they are going to work, and some have to have additional clothing for their particular type of work. In one part of the country you will find they need fuel and in another part of the country they will not. The cost of food will differ.

The public-assistance programs are based upon the determination of the need of the individual. The Social Security Act requires that consideration be given the total circumstance of the individual, the total requirements and his total income and resources. A value must be put on his resources, and the total of his income resources will be deducted from his requirements. The deficit represents the individual needs, and is made up by and may be financed in part by the Federal Government by grants to the States.

Mr. BARKER. Does not the Federal Government insist that the State agency ascertain the needs of the individual, including, for example, any gifts that the individual receives? For instance, if a neighbor gives him food on some occasion does not the State and the Federal Governments insist that that be included?

Mr. POWELL. I have tried to summarize this issue in about a two-page statement and if I may be allowed to read the summary I think

it might give us a better point of departure than I could give you offhand for a discussion of our construction of the act.

Numerous proposals have been made for exempting income, including the exemption of all income up to specified amounts such as \$10, \$15, or \$20 a month, the exemption of income from earnings up to specified amounts, or the exemption of earnings from particular types of employment, such as farm work or work in sheltered workshops for the blind. Public Law 45, enacted by the Seventy-seventh Congress, makes a temporary wartime exception to the general provision of the Social Security Act by permitting States to get Federal matching in payments to recipients of old-age assistance who have earnings from farm work, regardless of the amount of such earnings, provided that their assistance payments are not greater than in July 1943.

Suggestions for the exemption of income in determining need arise from a variety of causes among which are dissatisfaction with inadequate assistance payments—and I might add that is the crux of the problem as I see it—dislike of having resources taken under scrutiny, the necessity in the current manpower crisis for tapping all available labor sources, slowness of some public-assistance agencies in restoring to the rolls individuals whose earnings have ceased, and public attitudes toward industry and thrift—this incentive idea that you have mentioned.

Some of the demand for the exemption of income comes from dislike of the means test and particularly of the investigation of resources. Within the framework of any assistance program based on need, some scrutiny of resources cannot be avoided.

The Board has suggested to the States that income which is not real, available, or appreciable in meeting the recipient's need should not be considered.

That is, the temporary or nonrecurring or inconsequential amounts are not to be taken into consideration because of the administrative difficulties, and it is almost impossible, with the case load being what it is in the country to keep acquainted with all the facts that go into the lives of the individual recipients.

However, the point at which a resource ceases to be inconsequential and becomes appreciable in meeting need is, of course, somewhat arbitrary. The principle underlying the exemption of income is the same whether the income is larger or smaller, regular or irregular; but when income is sporadic it is not administratively feasible to consider it in determining an individual's need. Under the Board's interpretation of the Social Security Act exemption of irregular and inconsequential earnings is permitted. Interpretations of the size of such exemption vary from State to State and even within States. Uniform over-all exemptions might tend to eliminate these variations and thus might result in greater equity and fuller public understanding of assistance provisions. The income available in most cases will be relatively small. Exemption of a specified amount would make it possible to avoid detailed evaluation of such income except in instances where it appeared to be of substantial amount, and thus some administrative advantage might be gained.

Present public attitudes toward the exemption of income reflect in part the critical shortage of labor to carry on the war effort. Public Laws 45 and 67, authorizing the exemption of all income from farm work in certain circumstances, was intended to encourage recipients

of old-age assistance to work on farms and thus to swell the supply of agricultural labor. I might add that the average age of the old-age recipients in the country is 75.

In the depression of the 1930's, on the other hand, when the supply of labor was greatly in excess of the demand, the special types of public assistance were looked upon as a means of withdrawing aged individuals from the labor force. Even then, however, some sentiment in favor of the exemption of income from earnings arose out of the desire to reward initiative and general recognition that work preserves the morale and employability of the individual.

If recipients are not to be discouraged from working when income from earnings is not exempted, agency practices must assure that assistance will be promptly restored as soon as earnings cease. This can be achieved, however, only if funds are available and staff is sufficient to permit prompt reinvestigation.

Although the exemption of a specified amount of income would result in improving the economic status of some recipients it would not improve the adequacy of assistance for individuals who have no income. Such individuals comprise a substantial proportion of recipients of assistance. In Massachusetts, for example, in December 1941, only one-third of the persons receiving old-age assistance had income from any other source. The chief argument against exempting income is that when funds in a State are insufficient to meet the needs of all recipients those with resources benefit under this policy at the expense of those without resources.

In the reports of the House Ways and Means Committee and the Senate Finance Committee on the amendment of 1939, requiring consideration of income and resources, the rational is laid out. The reports say that this amendment was included because of the limited funds available to the States for public assistance. To achieve, as far as is possible, an equitable distribution of those limited funds it was felt necessary to take into account the income and resources of the individual applicant when his need and the amount of assistance to be given him was determined.

I think that epitomizes the arguments, pro and con, and I think that to express my personal opinion, would be of little help to the committee.

Mr. KELLEY. Some statement was made here by several witnesses about the investigators who went into the field, went into all kinds of questions that did not concern them. Some of them even open ice boxes and wanted to know where they got this and that thing. I think that is a matter of discipline.

Mr. POWELL. That is a matter of good administration; it is a matter of attitude on the part of the administrative authority responsible for the program; it is a matter of training in the service, as you put it, another way, of discipline.

But England has been confronted with this problem of the means test for a long, long time. We have it now and we will have it with us for a long time. What to do, how to find out, under an assistance program, what the need is with as little embarrassment to the applicant, leaving him as much dignity and integrity as is possible and still achieve a realistic result is a problem that I wish I had the solution to.

Mr. BARKER. It is a problem.

Mr. POWELL. I think the problem in this country would be greatly reduced if we had a basic social insurance program to which everybody who works could contribute and as a result of that contribution would have a right to receive a basic minimum protection against these hazards I have spoken of.

If in this country we can get the agricultural workers, the domestic servants, employees of the Government and self-employed covered by some such basic system of insurance, many questions which we have discussed will be eliminated. The insurable risks—the basic needs of the bulk of the people would be taken care of through such an insurance system. An assistance program could be put into effect to take care of those who were not covered because they did not get into the system in time or for whom the insurance payment is not sufficient to take care of exceptional needs. Public assistance then would be a supplementary system flexible enough to meet needs which could not be anticipated or provided for through insurance.

That is what is epitomized in the Board's annual report.

Mr. BARKER. Is there any question that the \$40 which is allowed is inadequate?

Mr. POWELL. Well, I would like to answer the question categorically, but I cannot, because I would first have to define the term "adequate."

We are attempting to operate within the bounds of the financial possibility to meet the needs of the great mass of the people. In some cases \$40 is sufficient because the individual has other resources, or other income. I do not know whether you are talking about the total cost of maintenance or the assistance payment.

Mr. BARKER. The assistance.

Mr. POWELL. If you are talking about assistance, I think that in some parts of the country, under some circumstances, \$40 might be adequate.

Mr. BARKER. That does not include other income because if you are going to include other income the \$40 is not the total.

Mr. POWELL. The total limit?

Mr. BARKER. Yes.

Mr. POWELL. My inclination would be to say that I do not think that in any part of the country there is any place in which a person can get along reasonably well if his total income is not more than \$40.

Mr. KELLEY. I do not know either.

Mr. BARKER. I do not think there is any question about that.

Mr. KELLEY. I have no further questions. Thank you for coming here and helping us, Mr. Powell.

Mr. POWELL. It has been a pleasure. If we can furnish you with any other information we will be glad to do so.

STATEMENT OF COL. E. J. ROSE, MEDICAL DEPARTMENT, VETERANS ADMINISTRATION

Mr. KELLEY. You may proceed in your own way, Colonel Rose.

Colonel ROSE. Mr. Chairman, I have no prepared statement on this matter. I was told I was to report over here to advise your committee concerning what the Veterans Administration is doing, for the blind patients hospitals.

Mr. KELLEY. Just the blind?

Colonel ROSE. Yes, in the hospitals, that is what I was advised to do. I have a summary here that I can leave with the committee.

Mr. KELLEY. You may proceed, Colonel.

Colonel ROSE. As to the number of patients that are hospitalized, blind patients: We have three groups of hospitals, the general hospitals, the neuropsychiatric, and tubercular hospitals. I think the terms are descriptive of the type of cases that are treated in each hospital group.

Mr. KELLEY. How many psychiatric hospitals do you have?

Colonel ROSE. There are 30 neuropsychiatric hospitals; there are 51 general hospitals, and 13 tubercular hospitals in operation. Total 94.

In the survey just made as to the number of blind patients in the general hospitals as of June 30, there were 20, and I am speaking of totally blind patients, on the basis of 20/200 visual acuity. Those patients are not in hospitals just because of blindness but for treatment of other conditions which require hospitalization. Their periods of hospitalization have been usually rather short.

This is not true of the cases in the neuropsychiatric hospitals, where there were a total of 123 totally blinded veterans. Those patients remain there for a long period of time as they have psychoses of various types. It might be interesting to the committee, and that was brought out by the major this morning in his testimony, that the World War II veterans are medically rehabilitated by the Army before discharge. We have in this report only one World War II veteran in the hospitals at the present time and that is a veteran who is being treated for tuberculosis.

There are 123 blind veterans in the neuropsychiatric hospitals, 1 mentioned in the TB hospitals, 20 in the general hospitals, or a total of 144, as of June 30, 1944.

I think it is important to classify these blinded veterans as to their military service. There are 14 in the general hospitals, being hospitalized from veterans of World War I; there is none from World War II; 1 from the Spanish-American War; 2 from the Regular Army Establishment. That makes a total of 17 hospitalized in the general hospitals. As I stated before, 1 blind veteran from World War II is hospitalized in tuberculosis hospital.

The 123 hospitalized neuropsychiatric hospitals, 109 of them were from veterans of World War I; none from World War II; 12, Spanish-American War, and 2 from the Regular Establishment, making a total of 123.

There was a total of 126 blind veterans in the 3 hospital groups from World War I, so you can see that the age of these veterans in the hospitals will possibly average above 51.

We furnish medical care to the blind under what we call domiciliary care, in home facilities. There was as of June 30, a total of 123 blind veterans in our various home facilities receiving domiciliary care. One hundred and seventeen of that 123 were veterans of World War I; 3 were veterans of Spanish-American War and 3 were veterans from the Regular Establishment.

It is rather interesting to note that there are no World War II blinded veterans receiving domiciliary care.

Now during the past fiscal year a study was made as to just how many of them were benefited by occupational therapy and other forms

of treatment. We speak of the treatment of these patients in the hospitals and domiciliary care as medical rehabilitation as contrasted with those not in hospital that are being given vocational rehabilitation.

Other treatment as found to be indicated is provided while they are in the hospital.

However, in the domiciliary cases, the problem is a little different. Their advanced age and disabilities cause some limitation in feasibility for medical rehabilitation, but we furnish them various types of occupational therapy.

During the fiscal year just ended, June 30, 1944, the number of blind to whom occupational therapy was administered in the general hospital, was 14, on domiciliary status, 109.

In the neuropsychiatric hospitals, occupational therapy, including Braille, was administered to 112 hospital patients. The 112 were given occupational therapy of the various types.

Now in the tuberculosis hospitals there were no blind at the time this survey was completed. Since that time the one that I referred to, was admitted.

The types of occupational therapy prescribed and administered are briefly covered as follows:

Habit training; various kindergarten activities; artcraft projects; industrial projects; typing, Braille, and talking book exercises, and so forth.

There are, of course, many patients with severe mental disabilities in the neuropsychiatric hospitals for which little can be done in the way of medical rehabilitation.

I think that covers briefly what I was asked to give the committee, Mr. Chairman.

Mr. KELLEY. As I understand, most of the blind are rehabilitated before they are discharged from the Army?

Colonel ROSE. From World War II?

Mr. KELLEY. Yes.

Colonel ROSE. The World War II veterans are retained in the Army so long as they need hospital treatment. Habit training, social adjustment, and other treatment are provided before being discharged for vocational training.

Mr. BARKER. That is true of the Navy also?

Colonel ROSE. It is true of the Navy.

Mr. BARKER. Do you know how many blind veterans there are in the United States?

Colonel ROSE. I do not; no.

Mr. BARKER. Would that information be available to us from the Veterans Administration?

Colonel ROSE. The total number of blind veterans?

Mr. BARKER. Yes.

Colonel ROSE. I think I can get it there. This was furnished in a letter from General Hines dated September 13, 1944.

Mr. KELLEY. That is all, Colonel, thank you.

Colonel ROSE. Thank you.

**STATEMENT OF A. L. COMBES, CHIEF OF THE TRAINING AND
EDUCATION DIVISION, REHABILITATION AND EDUCATION
SERVICE, VETERANS ADMINISTRATION**

Mr. KELLEY. You may proceed, Mr. Combes.

Mr. COMBES. Mr. Chairman, I bring to you what we have from our services on vocational training and education and particularly with reference to the program for the training and education of blind veterans.

Mr. KELLEY. For the record would you mind giving us your title in the Veterans Administration?

Mr. COMBES. Chief of the Training and Education Division of the Rehabilitation and Education Service.

Our activities, of course, stem from the laws, Public Law 16, enacted for the service-connected disabled veterans and the more recently enacted Public Law 346, which grants benefits in terms of education and training to the undischarged, with the privilege of the disabled to take his benefits under that law if he chooses to do so.

Under Public Law 16 our function is clearly defined as that of providing for the disabled veteran, such course of vocational training as will restore his employability which has been lost or impaired through the disability which he has suffered in service.

Under that law we get our principal program for the blind, the blind veteran being disabled and vocationally handicapped as a result of his disability. Our program for the vocational rehabilitation for the blind was laid out briefly in a report to the Administrator, carrying the date of November 18, 1943, and approved by the Administrator in the same month, the 25th. It clearly recognizes the necessity for the blind veteran to be adjusted to his disability of blindness in those ways which make him able to function as well as possible, to make him just as independent as possible in his activities in the world of the sighted; to make him able to carry on as well as possible and as independently as possible in the activities.

It was realized at that time that unless the veterans were trained to overcome their disabilities in that sense it might be practically impossible to get him through the vocational training which the law prescribes and is contemplated.

Accordingly, there was laid out a program of social adjustment training which lists a number of things which were to be accomplished in principle and some of them in detail.

Because of the common experience that where the blind person, failed to take training to overcome his disability by making him personally independent, it was realized that it would be a good thing if a plan could be provided whereby a man would receive his social adjustment training before he left the service.

Accordingly, back at that time, the suggestion was made and approved that the veteran should not be released from the service of the Army or the Navy until he had received as much as possible of the training which was necessary to make him independent in the ways which I have mentioned.

So, we had conclusions which read:

First. Each blinded serviceman should have such social adjustment training during hospitalization as may be feasible. Social adjustment

training should begin as quickly as possible after it has been determined that the patient will be blind.

Second. When a blind veteran has reached the maximum benefit from hospitalization, he should continue social adjustment training as may be necessary to enable him to undertake with confidence a course of vocational training and to pursue same to a successful conclusion, satisfactory employment.

Third. The social adjustment training should be completed before the veteran is discharged from the service.

Fourth. The Vocational Rehabilitation Service of the Veterans Administration, by agreement with the War and Navy Departments, would, under this plan, provide for the completion as early as possible in the social adjustment training period the vocational advisement of each case to the end that as early as possible during his social adjustment training the blind person will know precisely his plans for the future, including not only his ultimate vocational objective but also the vocational training program by which the objective is to be attained, and

Fifth. With a view to making practicable and to facilitating the action necessary under the above conditions, all blind cases of the Army and Navy should be concentrated in one place so that this training could be given.

Certain recommendations followed, and as has already been explained to you, as time went on, they culminated in the approval of a report of the President's Committee on Rehabilitative Measures which were to be carried on by the War and Navy Departments with respect to blinded servicemen prior to discharge from the service, which was approved by the President as of the 8th of January 1944.

Arrangements were made whereby the social-adjustment training of the veteran before discharge from the service could be accomplished in accord with this early plan.

Now, in connection with the central center for the social-adjustment training which has been explained to you as having already materialized and been established at Avon, there is, as part of the Veterans Administration plan, a full-time liaison officer who is stationed there to associate with the blind serviceman and early determine with him what will be his vocational-training program under Public, 16 after his discharge from that center and from the Service.

By way of taking care of the vocational training of the disabled veteran, including the blinded veterans, there are, throughout the country, the Veterans Administration regional offices. There is one such office in every State excepting Delaware, and there are two in some of the larger States.

In each of those regional offices there is a Rehabilitation and Education Division established for the purpose of administering directly with the veteran, the program which is provided for under Public, 16 and under Public, 346.

In the Rehabilitation Division mentioned there is a staff of vocational advisers and counselors, and there is a staff of training officers.

The function of the training officers is to contact the veteran after he has been counseled and advised as to what will be his course of training which is to accomplish his vocational rehabilitation, to draw up his program of training, to select with him the place at which the training is to be taken, to observe how well he is progressing in train-

ing, to see that he progresses, to find out why if he does not progress, and to make adjustments as necessary, to accomplish with the completion of his course his rehabilitation, and his placement into employment.

The central office, as I have explained, has in its organization a Vocational Training and Education Service in which Service there is a Vocational Advisement and Counseling Division and also a Training and Education Division. In the latter office is centered, more than any other place, the program for the vocational rehabilitation of the blinded veteran.

In the Training and Education Division for the carrying on of the program for the blinded veteran there is a supervisor of training for the blinded veteran. That is Dr. Albert Croft, who is here and who would be glad, I am sure, to answer any questions as to any professional aspects of our training program.

The important work for the blind veteran is vocational rehabilitation training which centers in the regional office of the Veterans Administration in each of the regional territories throughout the country.

The training officer there will, in the main, have no special training with reference to the handling of the problems of the blind and, accordingly, provision is made in our organization for a special training officer especially trained in work for the blind, to function as representative of the central office but to be stationed in a field regional office, and to render direct professional service to the blinded veteran, not only within that particular regional territory where the training officer is assigned, but to adjoining regional territories.

For the period during which our load of blind trainees is sufficiently low to enable us to do so, we shall carry on with this skeletonized type of organization. The number of training officers will be augmented as the load increases and as the obtaining of adequate personnel becomes possible.

In order that the central office may be in a position to know what kind of attention is being given to the program of training for the blind veterans, there is maintained within our own central office a record on each blind case.

The instructions to our field offices as of September 6, 1943, provided for the furnishing of the necessary data, the history, and other information with regard to each veteran receiving a pension in that territory. It also emphasized the special aspects of the blind cases needing special attention. It emphasized the necessity to make immediate contact with the veteran on his reaching home, assisting him in processing his pension claim and facilitating and hastening just as much as possible his induction into the appropriate course of vocational training which he has come home expecting to enter, having been advised while still at the Avon center of the Army.

That center being of rather recent establishment, most of our World War No. 2 blinded veterans, so far on the rolls as pensioners, were discharged and in their home territories before Avon was established. Therefore, there are a certain number of veterans who have not had the advantage of the social adjustment training that is available at Avon. However, they have had some social adjustment training which the Army and the Navy initiated as early as they could while the serviceman was a patient in the hospital. In other words, his

initial course in social adjustment was given to him. Presumably there are some of these boys who were discharged before Avon was established who will be in need of further social adjustment training, or, at least, could profit by such training, and the return of those veterans has been invited by the office of the Surgeon General of the Army, and the matter of finding it practicable to accept that service for the veteran is being considered by the President's Committee, I believe.

Perhaps I did not make clear the function of the central office record on each case, although I did say that that was for the purpose of enabling us to know whether the program for the individual veteran was being prosecuted satisfactorily. That is its purpose, and in order to secure data as a basis for judging whether the program is going forward satisfactorily a monthly report is required on each case. That record of the man, his plans, what has been done with reference to the plans, the progress that he has made and is making, as is indicated by the monthly reports, will give us a means of controlling and urging the field officers to do differently from what they have been doing, if it does not appear to be satisfactory. Further controlled supervision and administration of the individual case is possible and contemplated through the central office supervisor and his assistants in visiting the field offices where the activities of vocational rehabilitation for the blind veterans are carried on.

There is also in effect at the present time a recent instruction to the field emphasizing the need of carrying forward the program and the steps which were initiated in the September 6, 1943, letter which I mentioned intending to make more effective the steps indicated at that time as necessary to make most successful the training of the veteran.

That, Mr. Chairman, I think, is all that I can think of to report to you. However, I shall be happy to be of any help I can to you in answering any questions.

Mr. BARKER. How many World War No. 2 blind veterans have been rehabilitated by the Veterans Administration?

Mr. COMBES. In answering your question I would like to give you a little data we have on the subject, which will include rehabilitations.

Mr. BARKER. Well, I think we are particularly interested in the blind.

Mr. COMBES. Yes, that is correct. We have report as of June 30, the latest figures I could get, which indicates that we have in training a total of eight blind veterans. There is one in law, one a stenographer, one a reporter, two sales clerks, one vocational adviser, one laborer processing electrical equipment, and some semiskilled occupation, an indefinite description, a total of eight. Six of those are still in training. One of them has been interrupted for a reason which is not evident.

Mr. BARKER. Is that World War No. 1 or 2?

Mr. COMBES. That is World War 2; yes, sir.

Mr. BARKER. And that also includes the number that are on your rolls now to be rehabilitated?

Mr. COMBES. That is correct. That is the total number that we have indication of as being in training.

Mr. BARKER. Now, do you know how many blind veterans there are in the United States?

Mr. COMBES. No, sir.

Mr. BARKER. You mentioned the central control that you have and these reports that come through to you. Now, the figure that you have just given us, I assume, is the result of those reports, is that correct?

Mr. COMBES. No, sir, they are not; they are from the reports which have been made monthly by the field offices as a part of the regular required report that comes into the central office of Veterans Administration giving all of the statistical data. These figures have been taken from the total, and have been furnished by our statistical office.

Mr. BARKER. Would you be able to give us an approximation of how many blind veterans there are?

Mr. COMBES. No, sir; I have no idea.

Mr. BARKER. That figure seems very low, and I wondered whether or not it was because there were very few blind veterans, or because it was just difficult to rehabilitate the blind, or because you did not have the facilities with which to do it.

Mr. COMBES. I have these additional figures here from the same source, which indicate that we have, receiving pensions, 35 men totally blind and 19 men blind in one eye or not more than 20/200 vision in the better eye, a total of 54.

Mr. BARKER. Receiving pensions?

Mr. COMBES. Yes, sir. There are seven of the above in vocational training. One has been rehabilitated, making a total of eight that have been processed in rehabilitation.

Mr. KELLEY. Thank you, Mr. Combes. The committee will stand adjourned until tomorrow morning at 10 o'clock.

(Thereupon, at 1:35 p. m., the subcommittee adjourned until tomorrow, Friday, September 8, 1944, at 10 a. m.)

APPENDIX

The following statements, correspondence, and exhibits, some of which were received subsequent to the hearing, are included in the record in accordance with instructions from the chairman:

STATEMENT OF MR. OLIVER A. FRIEDMAN, EXECUTIVE SECRETARY
NATIONAL ASSOCIATION OF GOODWILL INDUSTRIES, INC., MILWAUKEE, WIS.

STATEMENT ABOUT GOODWILL INDUSTRIES

1. *Purpose.*—The purpose of Goodwill Industries is to provide employment, training, rehabilitation, and opportunities for personal growth for the handicapped and disabled. By the inspiration of religion, through occupational training and useful employment, and by the skillful use of the techniques of social work and life guidance, the handicapped are to be assisted to attain the fullest physical, mental, moral, emotional, social, cultural, spiritual, vocational, and economic development of which they are capable.

2. *Services rendered.*—In varying degrees Goodwill Industries provide some or all of the following services for the handicapped and disabled: Rehabilitation training, employment training, work adjustment and experience, employment, occupational advice and placement, occupational and work therapy, social services, financial subsidies, medical supervision, self-expression activities, and other services designed to assist in the rehabilitation and placement of the clients in commercial or self-employment; or in the case of more seriously handicapped persons, to help them realize their fullest development in so-called sheltered employment or employment within their own homes.

3. *Types of persons served.*—Goodwill Industries serve physically, mentally, and socially handicapped persons. Mobile handicapped persons are served in all Goodwill Industries. Many serve those requiring special transportation to and from the shop. A number of Goodwill Industries conduct employment and training services for home-bound handicapped persons.

Services of Goodwill Industries are available (a) to more able handicapped persons who require work experience, adjustment, and employment pending their placement in regular industry. Such persons usually require rather short periods of service, and when placed in industry are reasonably certain of continued employment; (b) to less able handicapped persons who may be placeable in regular industry during the times of full employment, but who, because of their lesser abilities, may not be employed regularly in commercial industry, and would require employment in Goodwill Industries from time to time during their periods of commercial unemployment; (c) to the seriously handicapped persons who are to do certain tasks well but are unable to compete with their more physically able fellows in regular industry, or who, because of their physical condition, might be a hazard to themselves or their fellows in regular industrial operations.

4. *Methods of operation.*—The basic means used by Goodwill Industries to provide employment, training, and rehabilitation for the handicapped is through the skillful utilization of discarded materials. The collection, reconditioning, sale, and the attendant promotion and office activities involved present opportunities for the development of many skills, the teaching of some trades, and the opportunity for productive employment as the handicapped persons employed convert discarded material into useful products and human well-being. A number of Goodwill Industries manufacture new products and a number are engaging in subcontract work to provide additional training and employment opportunities for the handicapped.

Goodwill Industries average 80 to 90 percent self-supporting through their industrial activities. The balance of the budget is derived largely through community chest support and special donations. Goodwill Industries are non-profit organizations. They could be 100 percent self-supporting if they were conducted as commercial organizations, accepting for service only handicapped persons whom they believed would surely be 100 percent productive and reducing turn-over of the workers to a minimum. Actually, the Industries encourage workers to secure employment in commercial industry as soon as they are able, and jobs are available for which they are qualified. This causes heavy turn-over in Goodwill Industries which together with special non-income-producing services rendered by the agencies to help in the rehabilitation of the handicapped persons, increase the cost of operation and necessitate some subsidy.

5. *Services to the blind.*—Goodwill Industries provide employment, training, and rehabilitation for all types of physically handicapped persons, and thus do serve a considerable number of blind persons. Forty-eight of the ninety local organizations reported that during the last weekly pay roll of 1943 they had in their employment 267 persons who were blind or had defective vision. Figures are not available at this time giving the total number of different blind persons employed in Goodwill Industries during the fiscal year, but it would be greatly in excess of the above number because of the fact that those who are able to work in industry are passed on into industry as rapidly as jobs for which they are qualified are available.

In cities where there is not an effective specialized sheltered workshop for the blind and in those cities where the population is not large enough to warrant the development of a separate specialized sheltered workshop for the blind, the facilities of Goodwill Industries can be developed to serve blind persons requiring the services of sheltered workshops. In the cities where there is an effective specialized sheltered workshop for the blind, the Goodwill Industries cooperates with that shop in service for the blind.

It is the conviction of Goodwill Industries leaders that every blind and otherwise handicapped person who can be employed in regular industry at tasks for which they are physically, mentally, emotionally, and vocationally qualified, should have such employment providing they can successfully compete with nonhandicapped persons and their employment in industry does not create a hazard for themselves or their fellow employees.

6. *Ways in which local Goodwill Industries are and may be used by other rehabilitation social service and community agencies.*—As rehabilitation training centers:

(a) To provide vocational training in skills and industrial activities used in various operations in Goodwill Industries.

(b) To provide employment training to help handicapped persons gain experience in industrial operations.

(c) To provide work experience to help handicapped persons develop work habits and become accustomed to regular production activities and the problems to be met in commercial employment.

(d) To provide occupational and work therapy to help handicapped persons adjust physical strengths and mental attitudes so that they may be advanced into a regular training program.

(e) To provide pretraining service for more seriously handicapped persons to determine whether they may be expected to qualify for regular industrial activities either in commercial industry or in sheltered workshops.

(f) To provide guidance, adjustment, social and recreational services, and self-expression opportunities to assist handicapped persons to meet their social and other problems.

As employment centers:

(a) To provide temporary employment which will give work experience, earned income, and morale stabilization to handicapped persons pending their placement in regular industry.

(b) To provide longer periods of employment for persons for whom commercial or self-employment is not immediately available, but who will be placed in industry from time to time as jobs for which they are qualified are available.

(c) To provide rather regular employment for more seriously handicapped persons who are not placeable in regular industry or in their homes under the direction of Goodwill Industries at tasks for which they are qualified, and for such periods of time as their physical and other abilities will permit.

7. *General.*—Goodwill Industries are basically self-help agencies. This means that so far as possible they desire to compensate handicapped persons in accordance with their actual production even during training periods. Because of the fact that seriously handicapped persons may require longer to attain productive skill and more supervision during that time, it is essential that financial assistance

be made available to the agency during the training periods in accordance with the aptitude and ability of the trainees. Wages are paid in cash and for the most part on an hourly basis.

It is necessary that transportation to and from Goodwill Industries be made available to those handicapped persons who should receive training in the shop, but who cannot make their way to the shop unassisted, and for those who require financial assistance to care for the cost of the use of the regular transportation facilities.

The number of persons served in the rehabilitation training program and in the employment service in Goodwill Industries is determined by the resources of the agency, the relative aptitude of the persons served, the material available and the markets for goods manufactured to provide job opportunities, and the leadership available in the agency.

8. *Location of Goodwill Industries.*—Goodwill Industries are located in 90 cities in the United States. They are in various stages of development so far as size of agency and development of service program are concerned. They are locally autonomous organizations. The degree of development is determined in large part by the resources of material, market for goods, money and leadership which have been made available through the local community. The annual report attached gives the location of local organizations. Several additional communities are now considering the establishment of Goodwill Industries. Through the encouragement, counsel, and assistance of the National Association of Goodwill Industries, local agencies may be organized in a number of additional centers.

9. *National Association of Goodwill Industries.*—With a few exceptions all Goodwill Industries in the United States are members of the national association. The association has developed basic policies and standards for the operation and service program of local agencies. Through the service rendered by the national association and the mutual exchange of experience between local Goodwill Industries, each organization is helped to improve its services for the handicapped. The headquarters of the National Association of Goodwill Industries is 2102 West Pierce Street, Milwaukee, Wis. The executive secretary is Oliver A. Friedman.

A statement of the basic purposes and policies of operation of Goodwill Industries is attached. These policies are the minimum goals toward which local Goodwill Industries strive in their service to the handicapped and in the operation of their agencies.

OLIVER A. FRIEDMAN, *Executive Secretary.*

LETTER FROM THE ADMINISTRATOR OF THE VETERANS ADMINISTRATION

VETERANS ADMINISTRATION,
Washington, D. C., September 13, 1944.

HON. AUGUSTINE B. KELLEY,
*Chairman, Subcommittee of Labor to Investigate Aid to the
Physically Handicapped, Washington, D. C.*

MY DEAR MR. KELLEY: On September 7, 1944, Col. E. J. Rose and Mr. A. L. Combes, members of my staff, attended a meeting of your committee. At this hearing you requested information as to the number of totally blinded veterans.

According to the records of the Veterans Administration there are a total of 3,648 veterans on the compensation and pension rolls who are totally blind or have not more than 20/200 vision in the better eye.

I trust this will give you the information you desire.

Very truly yours,

FRANK T. HINES, *Administrator.*

Name of institution	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943	1944
Alabama	137	165	170	167	170	172	172	167	167	190	195	203	200	200	161
Alabama (Negro)	29	108	37	37	42	38	35	31	31	42	45	53	58	59	50
Arizona	15	16	16	18	27	30	32	38	45	50	53	52	45	47	45
Arkansas	118	134	148	150	128	125	126	125	112	109	114	112	121	116	120
Atlanta Public School	9	6	9	11	7	8	8	6	6	4	6	6	5	8	9
Battle Creek Public School															6
Belleville Public School															4
Buffalo Board of Education	5	6	14	18	17	15	21	22	21	23	20	20	20	23	NR
California	112	109	109	110	114	115	118	120	122	130	122	125	132	130	132
Chicago Public School	66	70	75	75	74	72	67	66	67	66	66	79	64	64	61
Cincinnati Public School	12	12	12	12	12	14	15	14	13	10	13	13	13	13	14
Cleveland Public School	34	33	32	29	31	37	42	36	34	36	37	36	42	36	33
Colorado	66	62	71	63	57	62	65	61	53	55	55	49	55	48	46
Connecticut	63	56	64	67	61	63	65	67	70	71	66	60	57	54	40
Detroit Public School	33	45	48	46	49	54	57	49	54	56	55	52	49	48	47
Elizabeth Public School				5	3	3	3	6	5	2	1	4	5	6	8
Florida	71	82	81	77	83	88	88	99	104	108	106	107	104	94	90
Garfield Public School															3
Georgia	118	95	96	109	109	114	102	103	124	116	122	120	122	121	130
Grand Rapids Public School															14
Hackensack Public School															5
Idaho	25	22	22	22	24	24	18	24	23	29	27	27	25	19	19
Illinois	236	246	245	261	236	236	236	250	238	240	238	234	238	212	212
Indiana	144	147	162	167	153	141	133	136	124	128	136	133	122	126	124
Puerto Rico			47	43	50	43	50	48	50	60	56	56	60	65	62
Iowa	142	144	156	169	174	183	192	189	186	186	171	170	163	150	148
Jackson Public School															3
Jersey City Public School	12	11	11	12	13	16	13	13	12	12	18	12	11	12	8
Kansas	133	115	125	125	119	112	111	113	96	80	83	83	84	81	74
Kentucky	110	141	162	150	170	172	187	170	184	183	183	196	181	151	142
Lavelle															33
Long Beach Public School															4
Los Angeles Public School	44	39	44	50	59	63	55	58	59	72	67	67	68	58	58
Louisiana	81	71	85	82	84	91	79	76	78	90	90	85	83	78	78
Louisiana (Negro)	33	34	35	34	43	46	50	55	53	49	47	41	44	46	38
Maryland	105	144	136	144	101	144	147	150	166	165	107	95	94	101	101
Michigan	18	76	47	37	27	15	19	17	12	11	12	16	18	20	7
Michigan Employment															
Milwaukee Public School	184	152	159	181	196	191	201	193	193	195	185	196	191	170	152
Minneapolis Public School	11	10	10	10	8	7	5	5	4	4	9	8	10	10	13
Minneapolis Public School	44	37	41	43	50	52	44	40	49	47	31	33	19	25	35
Minnesota	132	93	113	120	119	121	125	134	117	123	125	125	118	117	117
Mississippi	75	70	78	72	75	82	81	87	78	72	73	81	80	75	65
Missouri	108	101	107	96	103	110	108	104	103	111	100	103	122	106	99

EXHIBIT SUBMITTED BY DR. GABRIEL FARRELL, DIRECTOR, PERKINS INSTITUTION, SHOWING SCHOOLS FOR THE BLIND,
AND THEIR ENROLLMENTS, JAN. 1, 1930-44—Continued

Name of institution	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943	1944
Montana.....	26	18	18	22	21	21	21	22	22	26	25	21	27	28	28
Montclair Public School.....															
Nebraska.....	63	62	52	56	50	64	63	63	55	56	58	51	50	50	47
Newark Public School.....	21	15	13	16	16	16	17	18	16	15	16	16	15	15	17
New Jersey Com.....															
New Mexico.....	107	106	107	105	90	99	99	88	89	88	79	75	50	53	60
New Orleans Public School.....	7	8	9	10	9	10	9	8	5	5	3	6	4	4	5
New York City Public School.....	106	97	90	94	88	89	89	83	91	91	98	90	108	103	101
New York Institute.....	122	129	154	159	161	153	181	195	206	224	225	209	199	188	175
New York.....	179	154	157	165	144	148	159	181	140	150	144	153	143	142	140
North Carolina.....	239	243	243	242	251	257	254	285	297	300	288	309	313	285	280
North Dakota.....	36	35	37	37	37	38	37	37	39	36	36	36	25	32	30
Ohio.....	233	257	233	216	225	250	240	230	247	250	233	234	237	226	215
Oklahoma.....	144	150	149	147	137	144	150	149	147	137	140	133	135	124	109
Oklahoma (Negro).....	12	14	13	11	12	8	11	12	12	24	11	14	32	8	7
Oregon Trade School.....	63	62	47	43	63	63	69	78	90	96	96	61	60	57	54
Oregon.....	47	45	45	15	16	16	13	9	10	8	7	9	5	7	77
Paterson Public School.....	13	13	15	17	14	16	13	9	10	8	8	7	9	9	8
Pennsylvania.....	288	243	242	230	224	224	221	232	226	234	235	236	238	222	216
Perkins.....	273	278	278	268	272	269	272	268	269	245	256	251	258	252	240
Piney Woods School.....															
Royer-Greaves School.....															
St. Cloud Public School.....	18	20	19	19	20	20	20	18	24	25	25	28	28	32	33
St. Cloud Public School.....															
Philippine Islands.....	20	11	11	11	12	14	15	11	12	13	12	15	11	11	8
South Carolina.....	107	103	100	99	93	101	108	101	109	108	113	111	102	90	92
South Dakota.....	36	50	50	63	45	45	36	35	40	44	40	45	44	34	30
Tennessee.....	227	239	229	207	222	202	208	200	173	185	195	191	193	152	140
Territorial School.....															
Texas.....	255	240	213	227	216	228	222	225	216	242	241	236	219	18	19
Texas (Negro).....	112	109	109	119	142	141	115	141	182	196	152	153	137	130	164
Utah.....	32	34	35	27	23	28	29	31	27	30	31	31	44	31	34
Virginia.....	73	81	90	92	104	108	111	112	114	100	110	130	138	147	140
Virginia (Negro).....	33	26	25	28	36	40	43	42	44	51	50	50	48	51	53
Washington.....	90	91	93	102	95	105	105	103	98	84	86	93	92	90	60
West Pennsylvania.....	165	135	164	157	166	166	160	156	155	158	148	161	157	143	136
West Virginia.....	99	114	112	113	116	117	117	117	107	114	119	119	101	92	82
West Virginia (Negro).....	15	19	18	20	18	37	17	17	17	15	13	20	22	20	24
Wisconsin.....	212	213	235	261	264	265	174	186	169	169	183	187	169	183	156
Youngstown Public School.....	10	56	12	12	12	9	10	12	12	12	16	18	16	13	---
Total.....	6,085	6,184	6,194	6,268	6,255	6,412	6,371	6,443	6,465	6,628	6,500	6,599	6,475	6,108	5,820

RESOLUTION OF THE NATIONAL FEDERATION OF THE BLIND

RESOLUTION 203

Resolved, by the National Federation of the Blind assembled in its fourth annual convention at Cleveland, Ohio, on June 22, 23, 24, 1944, That we adopt the following declaration with regard to the Blind and Social Security.

Prior to 1935, several States had adopted plans granting aid to their blind citizens. These grants were small and many States had not yet adopted any such grants, but a growing spirit of liberality was evident throughout the country.

When the Social Security Act of 1935 was enacted by the Congress of the United States the blind men and women of America hailed it as the dawning of dignity, independence and security for the blind. The Social Security Board which was entrusted with the administration of the act soon showed a disposition to insist that the law be enforced in the spirit of the Elizabethan Poor Laws. In 1939, the Social Security Board induced the Congress of the United States to repudiate its original theory and to require that all States granting aid with Federal participation must apply a test of individual need individually determined.

We consider that any system of aid which really ameliorates the worst features of blindness allows the blind to live with dignity and stimulates them to attain economic independence and self-support must be based on the principles of compensating them for their loss of earning power arising from blindness. The theory of granting aid on the basis of individual need is a direct denial of this principle.

The National Federation of the Blind has drafted and has introduced into the Congress two bills—

The McNary-Angell bill (H. R. 2017, S. 65) provides for an annual annuity to the blind paid and administered entirely by the Federal Government. The bill removes most of the administrative abuses which have violated the present law. If the Congress can be induced to establish a system of aid to the blind entirely under Federal auspices, this bill would be entirely satisfactory to the blind.

The Voorhis-Downey bill (H. R. 375, S. 910) continues the present system of grants to the State in aid but forbids many features of Federal control which we have found mischievous and objectionable.

The Wagner bill (S. 1161) marks certain advances in social thinking. It fails to repudiate the pauper theory and permits more of the abuses of the present system. In addition, it fails to realize that the needs of the blind are distinct from those of any other class, and that any grant of aid to the blind must avoid lumping and confusing the administration with the administration of other classes. If the Wagner bill were amended, first, so as to contain special provisions segregating aid to the blind from aid to other classes, this council would withdraw its opposition to that measure and look upon it with favor.

We submit that a system of social security for the blind repudiating the principles of individual need and forbidding social workers from tyrannizing over the lives of the blind and would enable the blind men and women of this country to lead dignified, self-respecting lives, and would stimulate a large number of them to become entirely self-supporting. We submit that such a system would go far to alleviate the misfortunes of blindness and would be economically beneficial to society.

We further call upon the Congress of the United States to reconsider its present legislation with regard to aid to the blind and to adopt a plan on the principles hereinbefore indicated.

JACOBUS TEN BROEK,
President.
JOE DEBEER,
Secretary.

LEGISLATIVE PROPOSALS FROM THE NATIONAL FEDERATION OF THE BLIND

MEMORANDUM OF LEGISLATIVE PROPOSALS BEFORE THE HOUSE OF REPRESENTATIVES LABOR COMMITTEE SUBCOMMITTEE TO INVESTIGATE AID TO PHYSICALLY HANDICAPPED

The National Federation of the Blind is an organization of blind men and women. It consists of organized councils in 18 States and individual members in practically all of the other States. In addition, every organized group of the blind in the United States actually consisting of blind men and women and controlled by blind men and women not officially affiliated with the Federation

accepts its program and cooperates with it. The National Federation of the Blind is not an organization speaking for the blind—it is the blind speaking for themselves.

I. SOCIAL SECURITY

A. Title X.

1. *Title X—Rehabilitation and employment.*—The National Federation of the Blind considers social security, training, and employment of the employable blind as inseparable. Under the present system unless a blind person is able at once to become self-supporting his earnings are deducted from his aid. This means that no encouragement is given to attain independence unless the recipient of aid can become wholly self-supporting at one bound. Unless the blind are given a floor of security and aid to them is so administered as to enable them to retain a substantial portion of their earnings while still receiving aid, that is to say, until their earnings and their aid are sufficient to make them fully self-supporting, any plan of vocational rehabilitation will largely fail.

We, therefore, recommend that title X of the Social Security Act be amended in the following way (draft attached):

(a) A mandatory provision requiring that the State plans exempt (i. e., do not deduct from the amount of aid granted) a minimum flat amount of the earnings of the aid recipient plus a specified percentage of additional earnings.

(b) Establish a minimum exemption of income other than earnings.

2. *Budgeting—Means test—Individual need individually determined.*—The National Federation of the Blind believes that the pauper theory should be repudiated in public assistance to the blind and such public assistance should take account of the need of the blind to make adaptations which are social and psychological as well as physical. The principle should be adopted that aid to the blind should be upon a flat-grant basis, that is, statutory categories should be set up and all blind persons falling within those categories should almost automatically receive a uniform amount of aid. This system would do away with such instruments of oppression and such obstacles to the personal reconstruction of the blind as the means test, individual need individually determined, and large discretionary powers in the hands of social workers.

We, therefore, recommend that title X be amended by including a provision which would allow State plans to adopt the flat-grant system (draft attached).

3. *Federal contributions.*—The National Federation of the Blind believes that the Federal Government ought to encourage the States to be as generous as possible toward their blind citizens and that, where the States lack the financial capacity to relieve the stress of poverty among the blind the Federal Government should supply sufficient funds for that purpose.

Accordingly, we recommend that title X be amended:

(a) To remove the limitation on the amount of the State grant to which the Federal Government will contribute one-half.

(b) To provide for a higher percentage of the Federal Government's contribution to the poorer States.

(c) To make certain that the additional sums thus made available to the poorer States will result in increased grants to the blind.

N. B.—Draft attached.

B. A Federal Government plan.

If the grant-in-aid system is not retained and the Federal Government undertakes the exclusive support and administration of a system of public assistance to the blind, the safeguards and objectives listed in I-A should be secured. (Draft attached.)

C. Responsible relatives.

There is a growing realization that public assistance should be so framed and administered as to promote the greatest degree of psychological, social, and economic self-respect and independence among the blind. In this respect, insistence upon fixing and enforcing liability upon relatives is an outworn vestige of the Elizabethan poor-law system. Attempts to enforce and fix such responsibility generally result in a loss to recipients of blind aid and renders their support precarious and fluctuating.

We therefore recommend that the liability of responsible relatives be abolished in any system of assistance to the blind. (Draft attached.)

D. Separate title.

Whether the grant-in-aid system is retained or a new exclusively Federal Government plan is adopted, we respectfully insist that the social-security system for the blind should be provided in a separate title and that its administration should not be combined, confused, or scrambled with aid to any other group.

II. FEDERAL CIVIL SERVICE

We recommend that the civil-service law of the United States be amended to include a provision forbidding discrimination on account of blindness. It should be modeled on the language used in Federal and State statutes to protect women. More limited language in some State statutes is objectionable and inadequate. (Draft attached.)

III. VENDING STANDS

We recommend that the regulation of the United States postal authorities forbidding the sale of bottled refreshments or soft drinks by vending stands operated by blind persons under the Randolph-Sheppard Act be abolished. We find that the sale of soft drinks in stands operated by the blind in Federal buildings other than post offices has occasioned no difficulties and it appears to us that the regulation of the postal authorities forbidding such sales is arbitrary and without reasonable foundation. We further find that the amount required to be paid by blind operators of such stands to revolving funds in some States is excessive. These stands operated by the blind in Federal buildings have not only given dignified and independent living to a number of blind men and women, but they have proved a great convenience to those working in such buildings.

IV. BLIND PLACEMENT OFFICERS IN UNITED STATES EMPLOYMENT SERVICE

We recommend the enactment of a law providing that the United States Employment Service shall employ placement officers whose exclusive duty it shall be to secure employment for the blind in the civil service and in private industry. We believe that one such employment agent should be appointed in each State having a population of less than 2,000,000 with one additional agent for each 2,000,000 population or major fraction thereof. Such placement agents should be selected from blind men and women or persons with limited eyesight. Such blind men and women understand the needs of the blind and they are in a position to demonstrate to employers the capacity of the blind. If such placement agents were appointed where they would be in touch with industry, the schools, commissions and vocational rehabilitation services in the several States would have no difficulty in offering adequate training to the blind. The blind themselves, realizing that a constructive plan for their employment had been adopted, would be stimulated to secure training and to feel a sense of independence and competency. However, it is essential that the appointment of such placement agents by the United States Employment Service should not take the place of or limit to any degree the operation of rehabilitation training and placement by any private, State, or other Federal agency.

The foregoing program does not cover all fields of necessary services to the blind. It does emphasize those constructive measures which the National Federation in 4 years of activity has come to consider as most important. It is our considered opinion that the suggestions for broadening the employment of the blind above outlined by taking many of the blind off of relief rolls will much more than pay the expenses of their administration.

We further submit that the reduction in the cost of administration of the social-security system and the productive effort of those who will be thus taken off the rolls arising from the changes which we have submitted will in large measure reduce the additional cost of an adequate social-security system. The productivity of those who are thus given employment will increase the taxable wealth of the Nation.

Respectfully submitted.

JACOBUS TENBROEK,
Berkeley, Calif.,
President,

R. W. HENDERSON,
Berkeley, Calif.,
Executive Director,

The National Federation of the Blind.

DECEMBER 5, 1944.

SUGGESTED DRAFT AMENDMENTS TO TITLE X—SOCIAL SECURITY ACT

[Omit the part enclosed in black brackets and insert the part printed in italics]

SECTION 1. Effective July 1, 1945, Title X of the Social Security Act as amended is amended in the following particulars:

"SEC. 1001. APPROPRIATION. For the purpose of enabling each State to furnish financial assistance, as far as practicable under the conditions in such State, to needy individuals who are blind, there is hereby authorized to be appropriated for the fiscal year ending June 30, [1936] 1946, the sum of [\$3,000,000] and [there is hereby authorized to be appropriated] for each fiscal year thereafter a sum sufficient to carry out the purposes of this title. The sums made available under this section shall be used for making payments to States which have submitted, and had approved by the Social Security Board, State plans for aid to the blind.

SEC. 1002. STATE PLANS FOR AID TO THE BLIND.

A State plan for aid to the blind must—

a. (8) provide that the State agency shall, in determining need, take into consideration any other income and resources of an individual claiming aid to the blind, *except that, for the purpose of encouraging blind individuals to become wholly or partially self-supporting, at least \$20 per month of such blind individual's income plus at least 50 per centum of such income shall be excluded from consideration as income or resources,* (9) *provide that the State agency shall, in determining need, exclude from consideration as income or resources any maintenance, support, or gift, in cash or in kind, up to the amount of \$20 per month, which the blind individual may receive from any person,* (10) *provide that the State agency shall, in determining need, make due allowance for the special needs of the blind and the special costs and expenses consequent upon the handicap of blindness; [and (9)]* (11) provide safeguards which restrict the use or disclosure of information concerning applicants and recipients to purposes directly connected with the administration of aid to the blind; and (12) *contain no provision fixing or enforcing liability on the responsible relatives of the blind recipient of aid.*

SEC. 1003. PAYMENT TO STATES.

a. From the sums appropriated therefor, the Secretary of the Treasury shall pay to each State which has an approved plan for aid to the blind, for each quarter, beginning with the quarter commencing [January 1, 1940,] *July 1, 1945,* (1) an amount, [which shall be used exclusively as aid to the blind,] equal to [one-half] *such proportion of the total of the sums expended during such quarter [as] for aid to the blind under the State plan, as determined in accordance with Section 1003 with respect to each needy individual who is blind and is not an inmate of a public institution, [not counting so much of such expenditure with respect to any individual for any month as exceeds \$40,] and (2) an amount equal to [one-half] such proportion of the total of the sums expended during such quarter as determined in accordance with Section 1008, as found necessary by the Board for the proper and efficient administration of the State plan, which amount shall be used for paying the costs of administering the State plan or for aid to the blind or both, and for no other purpose.*

b. The method of computing and paying such amounts shall be as follows: (1) the Board shall, prior to the beginning of each quarter, estimate the amount to be paid to the State for such quarter under the provisions of subsection (a), such estimate to be based on (A) a report filed by the State containing its estimate of the total sum to be expended in such quarter in accordance with the provisions of such subsection, and stating the amount appropriated or made available by the State and its political subdivisions for such expenditures in such quarter, and if the sum of such amount and the estimated Federal grant to be paid the State under subsection (a) is less than [one-half of] the total sum of such estimated expenditures, the source or sources from which the difference is expected to be derived, and (B) [records showing the number of blind individuals in the State, and (C)] *such other data as to such estimated expenditures and such other investigation as the Board may find necessary.* * * *

Sec. 1007 *Authority Reserved to States. Each State shall have the exclusive right to adopt its own interpretation of the phrases "needy individuals who are blind", and "blind individuals who are needy", as used in this Act, and each State in determining need as provided for in subsection (a) of section 1002 of this Act shall have the sole authority to determine how much other income and resources an applicant for or a recipient of aid to the blind may possess in order to be eligible for such aid; except that no State may consider \$20 per month of a blind recipient's income plus 50 per centum of such income plus any maintenance, support, or gift,*

in cash or in kind, up to the amount of \$20 per month as a part of the income or resources of a blind person; the Social Security Board shall not fail to approve any State plan for aid to the blind because such plan (1) contains a definition of "need" which is deemed unsatisfactory or unreasonable by Board; or (2) renders a blind person eligible for assistance who is not deemed by the Board to be in need; or (3) permits a blind recipient of aid to earn or accept an amount of income or own an amount of real or personal property which is deemed unreasonably high by the Board; or (4) authorizes flat grants to all blind persons coming within legislatively prescribed standards defining what need is and who are needy blind persons; or (5) does not provide for the determination of need upon an individual basis; or (6) makes what in the Board's opinion is an inequitable distribution of the resources of the State which are available for aid to the blind.

Sec. 1008 Amount of Payments to States—

a. The proportion of total expenditures under each State plan with respect to which payments are provided under section 1003 shall be not less than 50 per centum and not more than 75 per centum. The proportion for each State whose per capita income is greater than or equal to the per capita income of the continental United States and for the District of Columbia, Alaska, and Hawaii shall be 50 per centum. The proportion for each State whose per capita income is less than the per capita income of the continental United States shall be such that the amount of the payment to such State for a quarter bears the same ratio to that part of total expenditures not covered by the Federal payment as the per capita income of continental United States bears to the per capita income of such State, except that such proportion shall not exceed 75 per centum and shall be rounded to the nearest whole per centum: Provided that the proportion for Puerto Rico shall be 75 per centum; and also provided that no State shall reduce the amount of money supplied by it in support of its plan below the amount supplied by it in the year in which this amendment is passed.

b. The percentages representing the proportion of total expenditures under this program for which Federal payments will be available shall be promulgated by the Social Security Board between July 1 and December 31 of each even-numbered year, on the basis of the average of the per capita incomes of the States and for which satisfactory data are available from the Department of Commerce. Such promulgation shall for purposes of this section be conclusive for each of the eight quarters in the period beginning July 1 next succeeding such promulgation; Provided further, that the Board shall promulgate such percentages as soon as possible after the enactment of this Act, which promulgation shall be conclusive for the purposes of this section for each of the eight quarters in the period beginning July 1, 1945, and ending June 30, 1947.

SUGGESTED DRAFT—COMPENSATION BILL

A BILL To provide for compensation to blind persons for loss of earning power due to blindness

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled:

SECTION 1. That for the purposes of this Act—

a. The term "blind person" means a person who is twenty-one years of age or over, and a citizen of and resident within the United States (including its Territories and possessions) and who has not more than 20/200 of visual acuity in the better eye with maximum correction or whose field of vision is limited to twenty degrees or less from the fixation point in all quadrants.

b. The "Board" means the Social Security Board.

c. The term "income" means cash and negotiable instruments actually received by the blind person to which, prior to such receipt, he had a legally enforceable claim, less expenses incurred by him in connection therewith.

SEC. 2. For the purpose of furnishing compensation to blind persons for loss of earning power due to blindness, each such person whose annual income from sources other than compensation payable under this Act is less than \$1,200 shall be paid compensation at a rate not to exceed \$50 per month computed as provided in Section 4 of this Act.

SEC. 3. a. Compensation shall begin to accrue upon the expiration of sixty days after the date a written application, signed and sworn to by the blind person entitled thereto, is received by the Board and shall be payable during the lifetime of such blind person, except that if after investigation the Board finds the compensation has been obtained by false or fraudulent means, payment of the compensation may be permanently discontinued.

b. Applications for compensation shall be made in the manner and form pre-

scribed by the Board and shall be accompanied by such affidavits as the Board shall require with respect to age, citizenship, and residence of the applicant, the degree of his blindness, and the amount of his income.

c. As a condition precedent to the continuance of the compensation, any blind person receiving compensation shall, at such times as the Board may require, furnish the Board with sworn statements of the amount of his income.

d. The Board shall not ask or require an applicant for or a recipient of compensation to give any information other than that expressly authorized in subsections "b" and "c" of this section, respectively. Nor shall the Board investigate how a recipient of compensation expends the income so received.

SEC. 4. The compensation payable to a blind person shall be paid in monthly installments which are mathematically sufficient, when added to any other income of such person, to provide such person with an average monthly income of \$100, except that no such installment shall be for an amount in excess of \$50.

SEC. 5. In employing personnel to carry into effect the provisions of this Act, the Board shall give preference to persons having not more than 10 per centum visual acuity in the better eye with correction and at least 50 per centum of such personnel shall be such persons. With the consent and cooperation of any State agency charged with the administration of any State plan provided for by the Social Security Act, the Board may, for the purposes of performing its functions under this Act, utilize the services of State and local agencies and their employees, if in the selection of such employees preference is given to visually handicapped persons, and, notwithstanding any other provision of law, may reimburse such State and local agencies and their employees for services rendered in carrying out the provisions of this Act.

SEC. 6. The Board shall from time to time certify to the Secretary of the Treasury the name and address of each person entitled to receive compensation under this Act, the amount of compensation, and manner in which it should be paid, and the Secretary of the Treasury, prior to audit or settlement by the General Accounting Office, shall pay the annuities in accordance with the certification of the Board.

SEC. 7. If an application of compensation is denied, the Board shall supply the applicant with a written statement of the findings upon which the denial is based. Compensation granted under this Act shall not be reduced or discontinued except after thirty days' written notice to the recipient accompanied by a written statement of the specific grounds for reduction or discontinuance.

SEC. 8. Any person who knowingly makes or aids in making any false or fraudulent statement or claim with respect to compensation under this Act, or attempts to obtain or to aid any person to obtain compensation under this Act by false or fraudulent means, shall be guilty of a misdemeanor and upon conviction, shall be punished by a fine of not more than \$500 or by imprisonment for not exceeding one year, or both.

SEC. 9. The Social Security Board is authorized to make such purely administrative rules and regulations as may be necessary in the administration of this Act but the Board shall not exercise any interpretive or legislative rule-making power.

SEC. 10. No person concerned with the administration of this Act shall dictate how any recipient shall expend the compensation granted to him or where he shall live.

SEC. 11. There is hereby authorized to be appropriated annually such sums as may be necessary to carry out the provisions of this Act.

SUGGESTED DRAFT—CIVIL SERVICE BILL

A BILL To prevent discrimination against blind persons and persons with impaired visual acuity in the administration of the civil service laws and rules

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the sixth paragraph of paragraph "Second" of section 2 of the Act entitled "An Act to regulate and improve the civil service of the United States," approved January 16, 1883, as amended, is amended by adding at the end thereof the following paragraph:

"And no person shall be discriminated against in any case because of his or her total or partial blindness in examination, appointment, reappointment, reinstatement, reemployment, promotion, transfer, retransfer, demotion, removal, or retirement."

SUGGESTED DRAFT—PLACEMENT BILL

A BILL To promote the employment of blind persons in private industry and the public service, to provide for the appointment and describing the duties of placement agents for the blind, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled:

SECTION 1. PURPOSES: The purposes of this Act shall be:

- (a) To increase the national production.
- (b) To increase the available manpower of the Nation.
- (c) To secure employment of blind persons in private employment and in the public service.
- (d) To encourage blind persons to become self-supporting.
- (e) To remove blind persons from the public assistance rolls.

SEC. 2. APPOINTMENT OF PLACEMENT AGENTS FOR THE BLIND. The United States Employment Service shall appoint placement agents for the blind as follows:

(a) One such agent for each State, providing, however, that one agent may be appointed for two or more contiguous States, which said contiguous States have a population of not more than two million as shown by the last official census.

(b) In each State having a population of more than two million as shown by the last official census one placement agent for each such two million or major fraction thereof.

SEC. 3. DUTIES OF PLACEMENT AGENTS: The duties of such placement agents for the blind shall be:

(a) To investigate private industry and the public service and ascertain positions which can be filled by blind persons.

(b) To contact, consult with and advise blind persons concerning employment opportunities and the requirements and training to qualify such blind persons for such opportunities.

(c) To recommend suitable blind persons for positions in private industry and in the public service.

(d) To consult and advise with private employers and their appropriate representatives and with the appropriate public officials concerning the employment of blind persons.

(e) To demonstrate to such private employers and public officials the abilities and capacities of blind persons as employees and prospective employees.

(f) To encourage, assist and advise blind persons employed in private industry and in the public service.

(g) In all ways to promote the employment of blind persons in private industry and in the public service, and to make such employment productive, harmonious and efficient.

SEC. 4. DIVISION OF BLIND PLACEMENT AGENTS IN THE UNITED STATES EMPLOYMENT SERVICE. The United States Employment Service shall as soon as may be, create a division of placement agents for the blind with at least one supervisor in charge of such Division which Division shall encourage, promote and coordinate the work of the placement agents provided for in this act, and it shall be the duties of said Division to provide training and training courses for such placement agents as the supervisors of said Division may deem necessary, and to hold such conferences of such placement agents as such supervisor or supervisors may deem proper, and to secure the services of such consultants as said supervisor or supervisors may deem proper for the improvement of such service.

SEC. 5. EMPLOYMENT OF BLIND PERSONS BY THE UNITED STATES EMPLOYMENT SERVICE IN CARRYING OUT THIS ACT. In order that the purposes of this Act may be effectually carried out the placement agents herein provided for shall be blind persons and in the selection of supervisors blind persons shall be given the preference.

SEC. 6. FINANCES AND APPROPRIATIONS: (a) The United States Employment Service is hereby authorized to pay the salaries and other expenses of such placement agents and such supervisors and such consultants and other expenses necessary to carry out the provisions and purposes of this Act out of the funds which have been or may be hereafter appropriated to such United States Employment Service.

(b) Out of the funds available or appropriated for the purposes of this Act the United States Employment Service is authorized to pay proper salaries and necessary expenses of all placement agents and supervisors appointed under this Act, of all conferences held under this Act, of such training courses for placement agents as the said United States Employment Service may deem proper and for

the purchase or procurement of books, typewriters, stationery, and other equipment and supplies which may be necessary for the efficient carrying out of the purposes and provisions of this Act.

(c) There is hereby authorized to be appropriated annually such sums as may be necessary to carry out the provisions of this Act.

SEC. 7. DEFINITIONS. (a) Blind persons as used in this Act shall include all persons who by reason of defective eyesight have difficulty in securing regular employment, including persons who are totally blind.

(b) The public service as used in this Act shall include governmental agencies and departments of the United States, over the several states, of the counties, municipal governments, school departments, and quasi-public corporations such as public utility districts.

(c) The words private employment, private industry, and industry as used in this Act shall include privately conducted industrial, commercial, merchandising, agricultural, and all other forms of private business.

(d) The powers and duties herein conferred upon the United States Employment Service shall be exercised by the director of the United States Employment Service or any other officer of such service whom such director shall designate to perform such duties.

Letter from Mr. L. L. Watts, vice president, American Association of Workers for the Blind.

SUBCOMMITTEE OF THE HOUSE COMMITTEE ON LABOR TO INVESTIGATE AID TO THE PHYSICALLY HANDICAPPED.

MR. CHAIRMAN: The program which you are investigating is quite comprehensive and one on which I should have had much more time to prepare my remarks dealing with the several topics you have under review.

In the outset I want you to know that I am speaking as the first vice president of the American Association of Workers for the Blind and in so doing I will place before you such views of the members of this association as I am at this time able to interpret.

I wish to comment on a few Federal acts which are now in operation and I will try not to detain you for more than a few minutes.

1. The Randolph-Sheppard Act which was sponsored in the House by one of your honorable members, the gentleman from West Virginia, Mr. Randolph. This act, while not perfect, has worked quite satisfactorily, and I would not advocate any changes in it at this time.

2. The Wagner-O'Day Act providing for the purchases of brooms, mops, and other articles made by the blind through the established purchasing channels of the Government, has been of tremendous help and benefit to large numbers of blind people throughout the Nation, and it has worked most satisfactorily. It is my earnest hope that this act will not be interfered with.

3. Title X of the Social Security Act has been working very nicely as far as direct monetary help to the needy blind is concerned. However, I do think this act might be liberalized to the end that it would encourage productive work on the part of the blind. The blind should be permitted to earn a reasonable amount each month without his earnings being taken into consideration and deducted from whatever grant-in-aid was proposed. After the minimum allowed for earnings has been realized, then the monthly grant-in-aid should be reduced, but, not to the extent of the minimum earnings. In other words, Mr. Chairman and Gentlemen, a premium should be placed on productive work and not on indolence. Under the present provisions of title X, a maximum of \$40 a month may be given to any blind person who is needy and in need of public assistance, but he will get just as much and even more in certain instances to do absolutely nothing than he would if he did useful and productive work. I am quite certain that the blind people of the Nation would greatly appreciate some such liberalization of title X.

4. The Barden-La Follette Act. This act has some good features but there is one provision in particular to which I wish to invite your careful attention. Section 2 (a) (1), reads in part as follows: "designate the State board of vocational education (herein referred to as the 'State board') as the sole agency for the administration, supervision, and control of the State plan; except that where under the State's law, the State blind commission, or other agency which provides assistance or services to the adult blind is authorized to provide them vocational rehabilitation, the plan shall provide for administration by such State blind commission * * *." The point I wish to make here is that a State organization for the blind should be permitted to deal directly with the Federal agency administering the Barden-La Follette Act and the State agency for the blind should not be

required to be subservient to another State agency created by the State law on an equal plane with the State commission for the blind.

I am confident that most people interested or engaged in work for the blind in this country believe that was the intent of Congress when they provided an exception requiring a State agency for the blind to administer the act where it pertains to rehabilitation of the blind. Because in the exception it was not written administration, supervision, and control, and instead just the word "administration" was used, the attorneys for the Federal Security Agency have decided that the State agency for the blind must be subservient to the State board of vocational Education and all transactions with the Federal agency must be through and with the approval of the State board of vocational education. Many of us have protested to these attorneys but to no avail. It is inconceivable that Congress would knowingly pass an act which in effect makes State agency (A) subservient to State agency (B), when they both have equal standing in law in the State where they exist. I know of at least one State that has not qualified under the Barden-La Follette Act for this very reason, and I have reason to believe that there are a number of other States. Mr. Chairman and gentlemen, this part of the Barden-La Follette Act should be amended so that a State commission for the blind created by law to provide vocational rehabilitation to the blind could administer that part of the Barden-La Follette Act without being subservient to any other State agency. In other words, a State agency for the blind should have the same privilege to deal with the Federal Security Agency as does the State board of vocational education. At the present moment a State agency for the blind has to channel all of its dealings with the Federal Security Agency through the State board of vocational education. This in my opinion is not conducive to good government or good relations between two State agencies or between the State agencies and the Federal agency administering the Barden-La Follette Act. I cannot think that Congressman Barden or Senator La Follette ever had any idea that the act would be interpreted thus. We have been told ever since the passage of this act that it was a States' rights act and that it would give the States more voice in its administration. I am frank to say that if the Barden-La Follette Act is a States' rights act, then I do not know what States' rights means.

5. Analysis of the standards in existence for trained workers in the field of the blind. I am not familiar enough with standards for training workers in the training and rehabilitation of the blind outside of my own State to comment intelligently thereon.

6. Comments on cooperation of State and private agencies in the field of the blind. I feel very strongly that a State agency created by law for rehabilitation training of the blind should exert all possible effort to develop a constructive, dynamic program for the blind and this should be done in cooperation with any existing private agencies in the same field so that all duplication of effort as far as practicable could be avoided. A striking example of this exists in Virginia.

Post-war planning: Every effort should be made to retain as many of the gains we have secured during the war as is possible, and our efforts should be directed more and more to the efficient and skilled management of the various activities in work for the blind. A far greater emphasis should be placed on the conservation of vision and the prevention of blindness for it is a recognized fact that 75 percent of all blindness is preventable. It is also a known fact that it is far cheaper to prevent blindness than it is to cope with it after it arrives.

I do not feel that there is much need for any further new Federal legislation. The present Federal acts above referred to should be amended in certain respects to the benefit of all concerned, and the rules and regulations pursuant to these acts should also be amended, for you want to remember that these rules and regulations have the force and effect of law. In this connection I do not believe that any agency of government should have the right to make rules and regulations with the force and effect of law except during a recess of the Congress.

The advisability of providing the blind with a handicap allowance of perhaps \$40 a month might be worthy of your consideration and study. When their handicap allowance plus earnings reach \$900 a year, the handicap allowance should be reduced proportionately. If something of this sort could be enacted, serious thought should be given to the further needs of title X of the Social Security Act.

Thanking you for this opportunity, I remain,

Respectfully yours,

L. L. WATTS,

First Vice President, American Association of Workers for the Blind.

AID TO THE BLIND: SELECTED STATE DATA

SUBMITTED BY MR. R. W. HENDERSON, REPRESENTING THE NATIONAL FEDERATION OF THE BLIND

Aid to the blind—Selected State data

State	July 1944		Maxi- mum- payment permitted under State plan	Payments in November 1943				1943 total expendi- tures (in thous- ands)	Percent of total expenditures from—		
	Recipi- ents	Average payment		Percent of total payments					Federal funds	State funds	Local funds
				At State maxi- mum	Less than Federal maxi- mum	At Fed- eral max- imum	In excess of Fed- eral max- imum				
All States.....	72,805	\$28.89	-----	19.6	78.3	9.1	12.6	\$25,033	32.0	53.5	14.5
Programs under Social Security Act.....	56,849	28.84	-----	19.6	78.3	9.1	12.6	19,261	41.6	39.7	18.7
Alabama.....	718	16.77	\$40	.3	99.5	.3	.2	93	50.0	25.0	25.0
Arizona.....	399	44.10	40	69.9	30.1	69.9	-----	170	50.0	50.0	-----
Arkansas.....	1,208	19.32	40	1.6	98.4	1.6	-----	237	50.0	50.0	-----
California ¹	5,870	47.52	50	72.5	8.8	2.5	88.7	3,728	39.9	30.1	30.0
Colorado.....	513	35.95	40	50.2	49.8	50.2	-----	242	50.0	25.0	25.0
Connecticut.....	167	35.07	40	33.9	66.1	33.9	-----	54	49.9	50.1	-----
District of Columbia.....	234	36.02	(³)	-----	67.0	32.2	.8	113	50.0	50.0	-----
Florida.....	2,307	25.65	40	2.8	97.2	2.8	-----	477	50.0	50.0	5.0
Georgia.....	2,142	13.89	30	4.6	100.0	-----	-----	337	50.0	45.0	-----
Hawaii.....	63	22.89	40	5.2	94.8	5.2	-----	19	50.0	50.0	-----
Idaho.....	221	32.31	40	23.8	76.2	23.8	-----	83	50.0	50.0	-----
Illinois.....	5,136	32.16	40	13.3	84.7	13.3	-----	303	49.9	50.1	-----
Indiana.....	2,219	30.70	40	21.2	85.3	14.2	.5	529	50.0	25.0	25.0
Iowa.....	1,340	32.15	40	38.2	71.7	8.4	12.2	402	48.3	22.9	28.8
Kansas.....	1,117	29.52	(³)	-----	79.4	8.4	-----	169	50.0	50.0	-----
Kentucky.....	1,580	12.88	(³)	0	100.0	-----	7.8	405	48.7	51.3	-----
Louisiana.....	1,456	26.68	(³)	-----	89.5	2.7	-----	276	50.0	50.0	35.0
Maine.....	859	28.23	40	9.7	90.3	9.7	-----	152	50.0	15.0	-----
Maryland.....	451	29.40	40	10.6	89.4	10.6	-----	335	48.7	51.3	-----
Massachusetts.....	934	41.31	(³)	-----	50.9	22.0	27.1	487	50.0	50.0	-----
Michigan.....	1,272	33.17	40	30.3	69.7	30.3	-----	386	48.7	51.3	-----
Minnesota.....	947	34.57	(³)	-----	75.2	4.8	20.0	173	50.0	50.0	-----
Mississippi.....	1,365	16.30	30	1.6	100.0	-----	-----	101	50.0	34.5	15.5
Montana.....	308	30.20	40	22.0	78.0	22.0	-----	179	50.0	50.0	-----
Nebraska.....	525	25.26	30	20.8	100.0	-----	-----	94	49.9	50.1	-----
New Hampshire.....	269	27.96	35	24.1	92.8	7.2	-----	-----	-----	-----	-----

New Jersey.....	547	29.81	40	10.1	89.9	10.1	24.0	202	50.0	4.2	45.8
New Mexico.....	266	36.57	60	8.1	77.4	4.7	19.9	86	46.2	53.8	24.7
New York.....	2,877	36.57	(3)					1,015	47.3	28.0	24.6
North Carolina.....	2,268	16.51	40	.7	99.3	14.4		37	50.0	23.4	
North Dakota.....	122	23.63	40	14.4	83.6	8.8		993	49.9	16.7	33.4
Ohio.....	3,177	23.79	40	8.8	91.2	23.7		611	50.0	32.8	21.9
Oklahoma.....	1,900	29.08	40	23.7	76.3	13.6		163	45.3	51.3	
Oregon.....	371	42.10	(3)		57.9	6.7	28.5	29	48.7	50.0	
Rhode Island.....	88	29.34	30	7.8	80.0		13.3	132	50.0	50.0	
South Carolina.....	870	18.57	25	19.5	100.0			51	50.0	50.0	
South Dakota.....	217	21.65	30	11.7	100.0	4.7		306	50.0	37.5	12.5
Tennessee.....	1,540	20.28	40	4.7	95.3			1,269	50.0	50.0	
Texas.....	4,615	24.22	30	34.4	100.0			1,269	50.0	50.0	
Utah.....	132	40.56	40		45.0	25.0	29.0	53	45.0	40.0	15.0
Vermont.....	159	28.31	40		89.3	10.7		43	50.0	50.0	
Virginia.....	965	16.65	30	10.7	100.0			171	50.0	31.2	18.8
Washington.....	643	38.49	40	79.0	21.0	79.0		353	50.0	50.0	
West Virginia.....	822	22.54	40	3.3	96.7	3.3		213	50.0	50.0	
Wisconsin.....	1,509	27.83	40	7.0	93.0	7.0		519	50.0	50.0	20.0
Wyoming.....	123	35.93	50	12.7	68.7	2.5	28.8	48	47.8	52.2	.1
Programs not under Social Security Act.....	15,956	29.04						5,772		99.9	
Missouri.....	3,000	25.00						941		100.0	
Nevada.....	27	43.85						14		38.3	61.7
Pennsylvania.....	12,929	20.79						4,817		100.0	
No programs.....											
Alaska.....											
Delaware.....											

¹ Includes program for partially self-supporting blind administered without Federal participation.

² May be exceeded for recipient's medical needs.

³ No maximum.

⁴ Source of funds not given because data include program administered without Federal participation for the entire year and program with Federal participation from Oct. 1, 194

STATEMENT OF WASHINGTON SOCIETY OF THE BLIND

CITY OF WASHINGTON,

District of Columbia, ss:

William H. Dyer, being first duly sworn on oath says that he is president of the Washington Society for the Blind, and makes this affidavit as such, and has personal knowledge of the facts hereinafter set forth.

I am making this statement regarding the Washington Society for the Blind for the purpose of showing what has been accomplished by the society in financing and supervising the stand program in the District of Columbia, authorized by the Randolph-Sheppard Act, Public Law 732. The facts stated herein are based on our records and are open to inspection by the Kelley committee, or any other properly authorized group. Future plans discussed herein have been before our board of directors and will be put into operation as soon as it is feasible and practicable to do so.

The Washington Society for the Blind is a private nonprofit charitable organization incorporated under the laws of the District of Columbia in 1939. The section of the code under which the society was organized authorizes the formation of charitable, educational, and religious associations. The purpose of the society is to rehabilitate and train the blind and to stimulate them to greater effort in order that they might become self-sustaining. There are no stockholders, no dividends, and no person may derive profit from the organization. The Randolph-Sheppard Act administered by the United States Office of Education specifies that that office may designate a licensing agency in each State. It further provides that this licensing agency shall be a public agency. In the District, the Office of Vocational Rehabilitation for the District of Columbia was designated as the licensing agency. They did not have facilities for financing a stand program, neither did they have sufficient staff to supervise such a program.

After trying to secure the cooperation of any one of the several agencies doing work for the blind in the District and failing to get them to assume the financial obligation, it became necessary that an organization be formed. The newly formed organization, the Washington Society for the Blind, was without funds: \$15,000 was needed to purchase an existing stand program of 15 stands. A \$12,000 loan was arranged through the Reconstruction Finance Corporation, and a note for the other \$3,000 was given to the Welfare and Recreation Association, which had been serving as financial agent on a temporary basis. At the time the 15 stands were doing an approximate \$200,000 business in annual sales and 15 blind were benefiting to the extent of about \$1,500 each annually, acting as managers of the stands.

A definite plan had to be formulated whereby the new organization could retire the debt which it had assumed, properly equip the existing stands, and allow for an expansion of the program so that other blind in the District might benefit. By an agreement with the licensing agency, a fixed administrative charge on the gross sales of each stand was made. At the present time this charge is on a graduated scale.

Four percent on the first \$400 sales per 4-week period.

Six percent on the next \$400 sales per 4-week period.

Eight percent on the next \$400 sales per 4-week period.

Ten percent on the next \$400 sales per 4-week period.

The graduated scale is the most equitable way of having the large stands carry the greater part of the expense. The average gross profit on the merchandise handled at the stands is 30 percent. The average of the administrative charge is about 7 percent. This leaves 23 percent to meet the other expenses of the business, such as telephones, employees on the stand, and other items of expense, which approximate 8 percent. The remaining net profit amounting to approximately 15 percent accrues to the blind manager in charge.

From a humble beginning of 15 stands on September 1, 1939, with an annual business of \$200,000, the society has grown to 60 stands doing an annual gross business of \$1,500,000, which means that over \$200,000 is provided as net income to 68 blind people employed, or an average annual income in excess of \$3,000 per person. Of the 60 stands, 51 are in Federal occupied buildings and 9 are in private office buildings and industrial establishments in the District. In the private locations, the business is handled on a regular commercial basis where rent is paid for the location, as it has been found that this can still be done with profit. In the 5 years since September 1, 1939, the original debt has been liquidated, the equipment at the stands has been modernized, the society has been provided with a capable staff, and the program has become a model for the whole country. Realizing that the conduct of such a program is strictly a business proposition, the board

of directors has chosen the staff members with business experience background, particularly in the retail variety chain field. The society maintains an office in the Woodward Building, at Fifteenth and H Streets, N.W. Even though the stand program has been quite productive, it would not have been possible to expand it as rapidly as has been done from the receipts from the administrative charge only. As another project, the society sponsors the placing of merchandise vending machines in public and private buildings in the District of Columbia, which will not support a stand. This income has been used in developing the stand program, and as the stand program is able to repay these funds, they have been invested in war bonds, or placed on interest to finance the plans for the future expanded service which the society proposes. As far as we have been able to ascertain, the Washington Society for the Blind is the only organization doing work for the blind anywhere which is on a self-sustaining basis, which does not depend upon contributions, subsidy, or endowment funds. As a service to those blind who do not qualify as stand operators but are able to do some sort of work, the society has recently employed and trained a blind placement agent, who is training and placing other blind in industrial and clerical jobs in the District.

About 2 years ago when it was apparent that the tremendous growth of the society was making great demands on the time of some of the officers, after due consideration by the board, it was decided that three of the four officers should receive remuneration for their service. As a consequence, for the past year, the president of the board has received an annual income of \$1,800 a year, the treasurer \$1,800, the secretary \$1,200 per year. These officers are men and women of recognized standing in this community who have contributed generously of their time and talents to this work. The modest salaries which are paid do not in any sense serve to compensate them for their efforts.

As has been mentioned previously, the average income to the society's operators is a little over \$3,000 annually. The minimum is \$1,560, which is the guaranteed minimum which the society pays on the small stands. The earnings average all the way from \$1,560 to about \$5,500. The one exception to this is the instance where one operator, Mr. Earl E. Richardson, who appeared before the committee, has, through the direction of Dr. Klinefelter, assistant to the Commissioner of Education of the United States, had two stand permits assigned to him, and in 1943, derived a net income of \$14,533.46. The subject has been discussed on many occasions by letter and personal conference with Dr. Klinefelter. The board of directors of the Washington Society for the Blind do not feel that such high earnings can be justified to any one individual so long as there is a waiting list of other blind, who are much in need of employment and should be sharing this opportunity. We feel that all qualified blind should participate as managers and not be employed at a \$30 weekly minimum by another operator as in this case. Representatives from the board of directors consulted with the Honorable Jennings Randolph, coauthor of the Randolph-Sheppard Act, and he concurs in the opinion that the benefits should be spread to as many blind as possible, and that no one person should become independently wealthy while others are in need of the society's help.

The blind managers of the stands seem most appreciative of the service which is given by the society to them. All dealings with the building custodians, wholesalers, manufacturers, and with the complaints by the public are referred to the office for adjudication. In addition to this, the operators have come to depend very greatly on the administration of the society for advice on their personal and business affairs. They know that they may have time for an interview any time they request, and that their problem will receive human understanding, and assistance will be forthcoming if it is within the power of the society to provide it. In addition to this, the society has set up a loan fund, where operators may borrow on the basis of the need, any reasonable amount necessary to meet an emergency.

Plans for the future have been carefully considered by the society's board of directors. These plans have as their object the improvement and expansion of the society's service to the blind. For example, a duly qualified ophthalmologist is a member of the society's board of directors. From time to time, medical services have been rendered free of charge to the needy blind, and, in many instances, the cost of corrective measures, such as glasses, etc., has been assumed by it. It is hoped that in time a clinic will be established at which regular systematic treatment will be available to those who could not otherwise afford it. Future plans also contemplate the establishment of a workshop and housing program, which will enable the blind to become self-supporting by learning various crafts, etc., and, at the same time, insure comfortable living quarters for them. Due to the present scarcity of materials and the rationing program now

in effect these contemplated plans must of necessity be deferred until such time as these restrictions are lifted. In studying the establishment of a workshop, we have found that most workshops are subsidized. It is the thought of this society to plan a workshop on a self-supporting basis, as has been done in the case of the stand program.

The board of directors in the consideration of all future planning has taken into consideration the danger incident to overexpansion. It must be borne in mind that a grave problem confronts the society and the blind operators, in that some of the locations are in buildings leased by the Government, and after the present emergency it is not unreasonable to suppose that the leases may be canceled. Any great number of these cancelations would seriously affect the society's program. It was for this reason, among others, that the society had foresight to lease space in private buildings which could still be occupied when business conditions return to normal. The society is determined that come what may it will do its utmost for the blind operators of this District.

It can be said with pardonable pride that the program established here in the Nation's capital by the society is regarded as a model for the States.

In a letter under date of March 31, 1944, Michael J. Shortlev, Director of Vocational Rehabilitation for the United States, requested of the society, "The use of the facilities of the Washington Society for the Blind in our training course for vending-stand program specialists in the States. * * * The cooperation of your agency will be invaluable to the national program, and it is very much appreciated by this office."

In a letter dated February 4, 1944, R. Henry P. Johnson, executive director of the Florida Counsel for the Blind, a State-wide organization, in requesting the society's general manager to visit the society at their annual State council meeting said, "I do not know what the policies of the Washington Society are with reference to such matters; however, you are considered unofficially as the leader of this work in the United States, and you can render a definite service to us by giving us some first-hand advice after surveying our stand program in Florida."

The Veterans Administration has also approached the society by letter by their director of Vocational Rehabilitation Service, Mr. H. V. Stirling, asking the cooperation of the society in serving as a training agency for discharged blind veterans. Representatives from the Valley Forge General Hospital have been in constant communication with the society's management since April of this year in planning their program for the training of blind soldiers who are not ready for discharge. The Washington Society for the Blind is serving as advisor to the Old Farms Convalescent Hospital Training Division of Avon, Conn., in planning their program for blind veterans who are already quartered there. The society has planned the installation of a stand for the Avon center, and is supervising its construction and it is planned that our general manager will visit Avon and oversee the opening of this venture in the very near future.

The society is giving an invaluable service to the national rehabilitation program and to the Army Surgeon General's Office and the Veterans Administration in planning and providing a program for the returning blind veterans.

WILLIAM H. DYER.

CITY OF WASHINGTON,
District of Columbia, ss:

William H. Dyer, being first duly sworn on oath says that he has read the foregoing statement by him subscribed, and that he verily believes the facts therein stated are true.

WILLIAM H. DYER.

Subscribed and sworn to before me this 11th day of September 1944.

CAROLINE KLINE, Notary Public.

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